manpower
february 1975
U.S. DEPARTMENT OF LABOR
MANPOWER ADMINISTRATION

# ALCOHOLISM AND THE WORKPLACE

manpower
volume 7 number 2 U.S. DEPARTMENT OF LABOR MANPOWER ADMINISTRATION

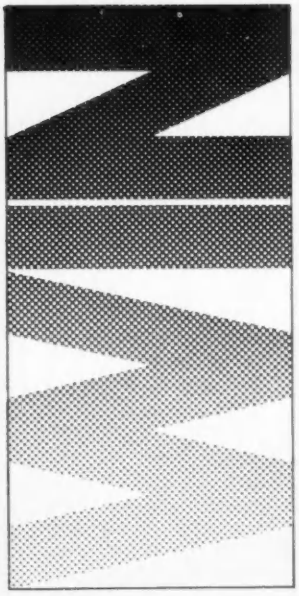
# No Laughing Matter

Cancer or heart disease rarely is seen as a laughing matter; drinking often is. The amiable, harmless drunk is a familiar figure on stage and screen. Yet alcohol abuse is a major national health problem, afflicting some 9 million Americans, according to the U.S. Department of Health, Education, and Welfare. While no clear consensus exists on a definition of alcoholism or an alcoholic, much less a single preferred method of treatment, there is growing interest in treatment programs that are tied to the drinker's place of employment. Such programs, the Department of Health, Education, and Welfare noted in a special report to Congress, "can be especially effective in earlier identification of employees with alcohol problems, and . . . report the highest rates of recovery."

The Baltimore Employee Health Program is an experimental project that uses the workplace as the starting point for a cooperative, concerted effort to identify and treat problem drinkers. Organizationally, it involves labor, management, and community agencies. Personally, it involves—or seeks to involve—the alcoholic's family and friends in the treatment process. Help from family and friends is important because people with a drinking problem very often refuse to admit it—either to themselves or others. Getting them to face up to the nature of their illness can be a delicate matter.

The psychological and sociological problems that often complicate the treatment of alcoholism also can complicate its inclusion as a covered illness under an employee medical insurance plan. This month—through an examination of the Baltimore Employee Health Program—MANPOWER takes a look at one approach to this difficult issue. The report begins on page 2.

*Ellis Rottman*



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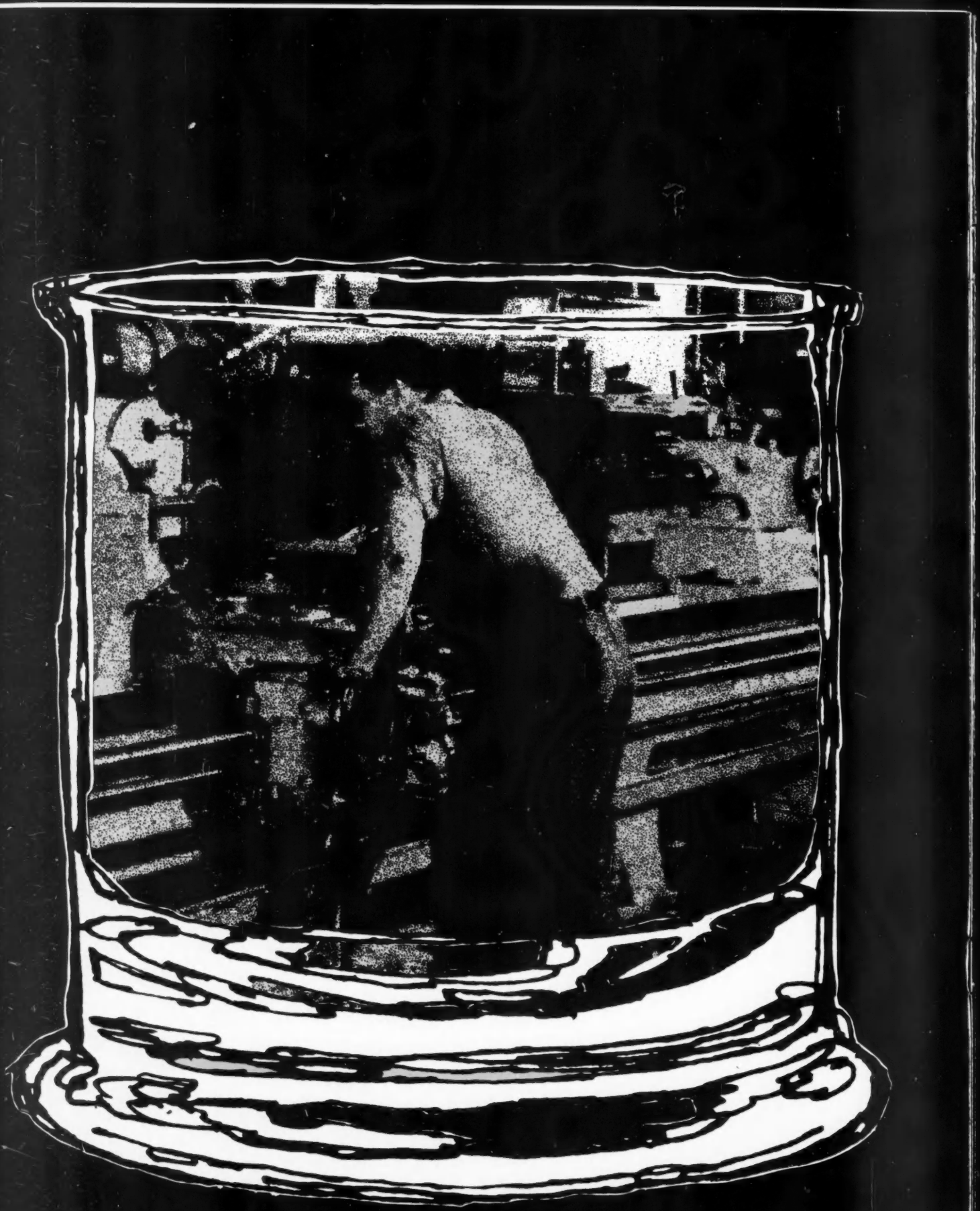
MANPOWER Magazine is the official monthly journal of the Manpower Administration, U.S. Department of Labor. It is distributed without charge to personnel of the national and regional Manpower Administration offices and, by special arrangement, to State employment security agencies. It is also available on subscription at $15.30 a year (single copies $1.30) from the Superintendent of Documents, Government Printing Office, Washington, D.C. 20402. In countries other than the United States, Canada, and Mexico, annual subscription is $19.15. The Secretary of Labor has determined that the publication of this periodical is necessary in the transaction of the public business required by law of this Department. Use of funds for printing this periodical has been approved by the Director of the Office of Management and Budget through June 30, 1975.

Expressions of opinions in articles by authors do not necessarily represent the views of the U.S. Department of Labor. Inclusion of photographs to illustrate articles does not necessarily mean that the photographs are free of every possible safety or health hazard. Correspondence regarding articles should be addressed to Editor, MANPOWER Magazine, 601 D St. NW., Washington, D.C. 20213.

CHANGES OF ADDRESS: Send new address, including ZIP code, to Superintendent of Documents, U.S. Government Printing Office, Washington, D.C. 20402. Please also include old address label from MANPOWER.

Controlled circulation postage paid at Baltimore, Md.



# Alcoholism And the Workplace

by Ronald E. Jones

## Experimental Project Stresses Treatment While Keeping Employee on the Job

John Gruver and Edna Morten are not typical American workers. But their stories are familiar enough to illustrate a growing though sometimes hidden problem in the Nation's factories and offices.

John Gruver operates a 40-ton overhead crane that lifts heavy steel plate, easing it into place on the hulls of ships under construction. He is a hard worker, but lately he has been absent more and more often, sometimes failing to return after the lunch break. And he has been making mistakes, some of them big ones. Recently his crane boom narrowly missed crushing the new groundman. For the next half hour they swore at each other and argued about whose fault it was. When the bottle fell out of Gruver's back pocket and smashed on the ground, he almost slugged the supervisor who challenged him about it.

Edna Morten was a night nurse at a home for the aged. She kept her liquor in the refrigerator at work with the perishable medicine. For 3 years or more she drank in the dim shadows of the night nurse's station, and her supervisors contend it was impossible to check on her. But the evidence was there. She had contracted pancreatitis, high blood pressure, and anemia. The swelling of her liver was visible, as were the bruises she received from falls. Her hands, legs, even her lips trembled.

Her supervisor began to send her home from work for having alcohol on her breath. Still she refused treatment, canceling her appointments. By the time she found out how sick she really was, it was too late. She died of liver disease 5 months after being diagnosed an alcoholic.

Must coworkers and supervisors of people like John Gruver and Edna Morten (not their real names) remain silent and watch alcohol abuse wreck body, soul, and career for fear that anything they say or do might cause the drinking worker to be fired? Not if they work for one of the eight companies that are members of the Baltimore Employee Health Program (EHP).

### Key Participants Listed

An experimental research project funded by the Manpower Administration, EHP is seeking ways to identify and help workers with drinking problems while retaining them on the job. The project is run by the Johns Hopkins University School of Hygiene and Public Health in cooperation with participating employers and local unions and employee associations. Also playing key roles in the project are the Metropolitan Baltimore Council of AFL-CIO Unions and the Baltimore Area Council on Alcoholism, a community-based service group. EHP is among the first local large-scale, multi-employer, multi-union cooperative alcoholism treatment programs in the country.

In funding the project, the Manpower Administration wanted to develop ways to help treat employed alcoholics in danger of losing their jobs by finding out something about how alcoholism and work are related and what treatment approaches are most effective.[1]

Unfortunately, even today most employers either fire workers whose drinking interferes with their job performance or ignore the problem entirely. A few warn or reprimand, then discharge. And fewer still provide for medical treament or group health insurance that includes the special services alcoholics require to remain sober. Nor have many employers succeeded in setting up systematic links with the clinics that treat alcoholics. Lack of employer interest in alcohol abuse or an attitude that it is not a proper employer concern may stem from ignorance of the costs of the problem or unawareness that there are effective ways to deal with it at the workplace.

The costs of alcoholism at the workplace are considerable and varied. Lateness, absenteeism, reduced productivity, and accidents, or other disruptions of work, may be a consequence. Even though the majority of excessive drinking

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[1] Although a final report must await completion of the project, some materials and information developed by the Employee Health Program are available. For additional information on the project write the Manpower Administration, Division of Research and Development Utilization, Room 9112, 601 D St., NW., Washington, D.C. 20213.

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cases may remain concealed, directly attributable medical indemnity costs, such as sick leave, hospital premiums, health insurance, and worker compensation, may rise.

When the alcohol abuser's impaired performance eventually attracts notice, administrative costs may result from processing grievances, discharges, suspensions, and the like, in turn reducing the store of goodwill between management and labor. In one auto assembly plant, it was estimated that of a total of 746 grievances filed during a year, 363 were alcohol-related. Forced, premature disability retirements of alcoholics may unnecessarily drain retirement funds, and substantial training investments often are lost when workers are discharged for drinking. In the long run, employee wages and fringe benefits may suffer if the effects of alcohol abuse impair the firm's performance and profits.

### Early Treatment Stressed

Nor do the costs—or the drinker's troubles—end with dismissal from the job. New costs and difficulties are passed on to the community and the family. Alcoholics account for a large share of the wife-beaters and child-abusers, the disturbers of the peace, the drunken drivers, the lines on police blotters, the space on court dockets, the inhabitants of drunk tanks and jail cells, and the panhandling down-and-outers. Much of this might be avoided if alcohol abusers could be reached while they still have self-respect and the security of a job.

In some instances heavy drinking may be a temporary symptom of unusual personal stress, but many people believe that true alcoholics can never be cured, only restored to sobriety. Such people cannot control their drinking once they start and must abstain completely. Many treatment specialists also believe that the earlier a problem drinker can be identified, the greater the likelihood that alcoholism can be prevented.

According to a 1971 survey by the National Institute on Alcohol Abuse and Alcoholism, about 1 adult American in 13 is a heavy drinker—one-fifth of the men and one-twentieth of the women. Another 1971 survey estimated that the total cost to society was $25 billion, with over $9 billion in wages or output wasted yearly because of alcohol-impaired job performance among men; estimates for women could not be obtained.

In seeking to use the workplace as the starting point for an attack on the economic and human loss involved in alcohol abuse, EHP based its approach and organizational structure on three assumptions:

- Employed alcoholics who will not seek treatment on their own must be persuaded by a variety of means—sometimes including the threat of loss of employment—to accept the help they require. Moreover, because physiological, psychological, and sociological factors contribute to alcohol dependency, an industrial alcoholism program must be flexible enough to deal with causes regardless of their origin.
- Concerned employers and unions are more likely to find and help a greater proportion of concealed alcohol abusers through operation of a program that combines in one agency all the services needed.
- A program involving a number of employers may be better able to sustain and justify the costs of providing the best available care than single-firm programs, and may be cheaper to operate as well. Small firms could join together to share expenses and program resources, where singly they might not be able to afford and offer an adequate program.

Because alcohol abusers often refuse to admit that a problem exists, EHP has attempted to make its organizational structure an integral part of the treatment itself. The program tries to organize the alcoholic's personal environment—family, friends, employer, union members, community agencies, clergy, and physician—toward the goal of helping the individual to stop drinking to excess. Divided, their ability to motivate drinkers to deal with the problem may be weak and ineffective; united, they may be able to change the pattern of evasion and manipulation that makes treating alcoholics so difficult.

### 'Linkages' Developed

From the start, EHP sought to develop "linkages" between all the actors who will have a role to play in the eventual restorative process. These linkages, developed as formal relationships in EHP's organizational structure, had to be formed within and among unions; employers; the alcohol abuser's family; and a central referral, diagnostic, and treatment clinic, and other public and private social service facilities.

Management and labor form the first links by agreeing to regard alcoholism as a treatable health problem and to use EHP for the referral and treatment of alcoholics. Initially, such major Baltimore employers as Bethlehem Steel, Lever Brothers, General Motors, Aircraft Armaments, the Postal Service, the Social Security Administration, the State of Maryland, and the city of Baltimore agreed to take this approach. Cooperating on the other side of the bargaining table are locals of 11 worker groups—the Steelworkers; (Federal) Government Employees; Maryland Classified Employees Association; Chemical Workers; Auto Workers; Teamsters; Postal Workers; Letter Carriers; Mail Handlers; Ma-

rine and Shipbuilding Workers; and State, County, and Municipal Employees.

Nearly 100,000 Baltimore workers are covered under EHP's alcoholism service umbrella. Based on the experiences of other industrial programs, it was anticipated that from 3 to 5 percent of the "pool" of workers could be heavy drinkers. Thus, as many as 5,000 covered workers could have drinking problems at any one time.

But how can those who need help be reached? Few will seek assistance voluntarily. Alcoholics tend to conceal their drinking problem. They do not want to be identified and labeled because of the consequences they fear it will bring. Covering up the situation avoids the undesirable identification—and prevents needed treatment.

As time passes alcoholic workers often become proficient at covering up their drinking and at manipulating their work environment so that it is difficult to identify them. Sympathetic, well-intentioned supervisors and coworkers may join in the coverup without realizing that alcoholism is a progressive disease that deteriorates unless treated. The few obvious alcoholics at the workplace may be only the tip of the iceberg; most are well-hidden or think they are.

The EHP alcoholic restoration process begins with identifying workers who may have drinking problems that are reflected in poor job performance. This can be done by observing workers' job behavior and by reviewing routinely kept work records. As part of their concern for production, performance, and the workers' well being, supervisors and union shop stewards become the natural eyes and ears of the EHP.

Patterns of absenteeism and lateness, in combination with other evidence, may point to drinking as a root cause. Super-

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visors and stewards are cautioned not to attempt to diagnose or prescribe treatment, but to engage company medical staff or EHP specialists who are better able to make a determination and initiate treatment. Once treatment begins, EHP counselors may discuss the problem with stewards and supervisors of the alcoholic worker to suggest how they can help curtail the drinking.

Workers believed to have possible drinking problems are referred to company medical staff or an EHP physician for interview and review of work records. To get workers to consent to an interview (or at some future point to get them to accept treatment) it may be necessary in extreme cases to confront them with work records and observations of supervisors that suggest poor job performance due to drinking, and even to threaten them with dismissal if they don't shape up. If a positive diagnosis of alcoholism or alcohol abuse is made, the next and perhaps most difficult phase of restoration is to motivate problem drinkers to accept help.

### Each Case Is Different

Somehow they must be brought to recognize themselves as compulsive alcohol users, to reconcile themselves to eliminating its grip on their lives, to inquire about appropriate behavior responses when tempted to drink to excess, and to plan to practice continual self-control even in the face of awkward social situations.

In some cases motivation will require months of painful exploration with a counselor. Fred Lincoln, EHP's chief counselor, says: "We recognize that each individual is different, that the source of the drinking problem is different, and that behavior after an individual has come to grips with his problem may be different in each case. We try to help each individual find the right path for himself, whatever it may be."

Because this period of learning to control compulsive drinking is often intense and difficult, EHP works with those who work with the employee. Again, stewards, supervisors, and others in positions of authority can help, by abating pressures many jobs generate, offering firm support, and helping counselors follow up to insure that treatment is continuing and that lapses don't occur. Monitoring behavior in the workplace is an important part of the restoration process, for if job performance is improved the cloud over the individual's future employment is lifted.

EHP's centralized alcoholism clinic receives both problem drinkers and workers with nonalcohol-related behavior that may be similar to that of excessive drinkers. Diagnostic processes help screen out those who can best be assisted by other agencies and programs, such as marriage counselors, or city social welfare services. EHP counselors try to see that the right kind of help is provided for workers without bona fide drinking problems.

EHP physicians offer patients a complete physical examination. The physician may prescribe immediate hospitalization in cases urgently needing detoxification or in instances where there is imminent danger of other medical emergencies such as cardiovascular injuries. Many patients who pass through EHP have not had examinations for long periods; consequently, physicians often discover illnesses patients did not realize they had.

For those diagnosed as alcoholics, the long process of restoration begins with interviews with trained EHP counselors. As the alcoholic begins to understand the nature of his illness, individualized restoration programs are fashioned. These may include detoxification; chemotherapy; individual and group therapy, supervised by a psychiatrist; assistance from community agencies for resolving personal problems; and introduction to Alcoholics Anonymous, meetings of which are held at the clinic.

For many who have entered the program, treatment has become an alternative to disciplinary action or discharge. About 1 worker in 10 of those using EHP had already lost his job, sometimes with the promise of reemployment if treatment proved successful.

### More Than 200 Treated

At this writing, 220 workers have sought treatment, either willingly or under the impetus of possible disciplinary action, since the clinic became operational in June 1973. Although 90 percent of these workers were employed at the time of referral to EHP, many had been in and out of trouble with their employers. Sixty percent of the workers originally referred to EHP are continuing their treatment—a fair record considering that new programs receive many of the most difficult cases. Overall, more than 3,000 clinic visits have been recorded for EHP patients, and even those who are dismissed from their jobs for failure to control their drinking can continue to get EHP help for up to 6 months.

But these numbers tell only a part of the treatment story. They do not tell about EHP counselors arriving ahead of the ambulance at the home of a comatose patient whose will had failed for a moment. They do not tell about a hospitalized EHP patient's wife who was charged with drunken driving and was remanded by the judge to the custody of an EHP counselor. They do not tell of the unique problems faced by each patient. Behind the statistics are people who no longer stash bottles in their

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lockers or fall asleep on barstools. Behind the statistics are wives and husbands and children learning to live without fear and anguish.

The numbers are important, however, in that they may help in understanding the problems of industrial alcoholism and how to deal with it. EHP has a research component that is compiling statistical and other information on the effects of treatment on job stability; the results achieved by various levels and types of program effort in terms of referral of alcoholics for treatment; how the attitudes and characteristics of people affect their drinking habits; differences between drinkers and nondrinkers; and whether providing treatment for alcoholics is cheaper than alternative ways of handling the problem at the workplace.

### Contract Coverage Helps

In addition to what it is learning about using the workplace as a base to identify and treat alcoholics, EHP also is finding out a great deal about the organizational and bargaining processes that lead to an effective, ongoing program. It has found that writing alcoholism rehabilitation program coverage into collective bargaining agreements—where such agreements exist—can be an important first step toward a durable and effective program.

Early in the project, EHP made a contract with the Baltimore Area Council on Alcoholism (BACA) to conduct an aggressive educational and training program for management and labor officials who would be involved in the effort. Until recently, BACA also served as the project's primary liaison with labor and management. It now is serving as EHP's liaison with management, while the Metropolitan Council of Baltimore AFL-CIO Unions has an EHP subcontract to act as liaison with local labor groups.

Linkages between various elements of the project are crucial to success but often are difficult to establish and maintain, EHP has found. Though participants may agree that alcoholism treatment is desirable, sharp disagreement may develop around specific issues and means, with the alcoholic caught in the middle. Uniform rules, specifying who does what, when, and how, should be agreed upon as early as possible, EHP staffers say.

They also point out that organizations like EHP can help stimulate and carry out contract arrangements. For alcoholism to merit attention in the collective bargaining arena—or in informal arrangements leading to participation in a treatment program—labor and management must be convinced that it is a problem in the workplace, that its handling involves a potential collision of interests, and that each side has an interest in restoring the problem drinker to health. The fact that discipline and discharge proceedings stemming from alleged alcohol abuse involve job rights underscores the importance of making the treatment program part of a labor-management contract or agreement.

The United Auto Workers, one of the unions participating in the Baltimore EHP, feels that the union-management agreement on a treatment program should make it clear that "the concern of the company and of the union is limited to the problems of alcohol abuse which might affect the employee's performance or attendance." The general philosophy is that treatment is the individual's business, but that the employee must make an effort to deal with the problem. Existence of EHP or a similar program makes treatment available at no cost to the worker.

EHP has found that promoting education about alcoholism—its nature, its costs, its destructiveness—makes the job of developing support for a treatment program easier. Participating companies and unions are encouraged to train or provide for training of supervisors and stewards or other specialists who will work with the alcohol abuser. Supervisors are expected to hold cases in confidence, but to take an active interest in the progress and outcome of the patient under treatment.

Although as an experimental research project EHP is financed completely by the Manpower Administration, one of its objectives is to demonstrate that it is economically sound for employers and worker groups to underwrite similar treatment efforts. EHP hopes to show that an industrial alcoholism program can pay for itself by improving employee productivity and reducing turnover and disciplinary actions.

### New Agreements Discussed

There is evidence that this message is getting through. Some of the employers and unions participating in EHP are in the early stages of negotiating contracts that would include outpatient treatment of alcoholism in the health insurance coverage employees receive as part of their fringe benefits. Outpatient coverage is essential since it makes possible the long-term treatment that is necessary to deal with alcoholism.

EHP staffers do not contend that their approach is the only way. They know that they have gone down some blind alleys. But they believe that even their mistakes will point the way to better methods. And they believe that employers, union officials, and community leaders are beginning to recognize that alcohol abuse is a matter of legitimate interest at the workplace, that it is not insoluble, and that sound economics as well as humanitarian concerns justify industrial alcoholism programs. □

# Putting Veterans to Work for Uncle Sam

by Joseph LeMasurier and Michael J. Kaszuba

## Special Program Helps Ex-GI's Qualify For Civil Service Jobs

He may have received a medal, ridden in a ticker-tape parade, or even dined at the White House. But he needs something else now. He is a Vietnam-era veteran honorably discharged within the last year and what he needs is a job. And so do almost a half million like him.

For too many Vietnam-era veterans, however, walking into an employment office is like stepping up to home plate with two strikes against them. In many cases they lack education or work experience, are members of a minority group, or are physically disabled. And when people fit into one or more of these categories, employers don't exactly rush forward with job offers.

To combat the problem, the U.S. Civil Service Commission—armed with its veterans readjustment appointment (VRA) authority—helped Federal agencies hire over 21,000 veterans last year alone. Though this was only a fraction of the 112,000 former military personnel of the Vietnam-era hired last year by the Federal Government, the VRA is aimed particularly at disadvantaged veterans, giving them what they need most—a break.

*After 4 years in the Army, Gary Ekenstam was unable to find a permanent job until he was hired as an apprentice aircraft radio and radar mechanic at McClellan Air Force Base under the veterans readjustment appointment authority.*

VRA gives that break to veterans who would most likely have difficulty competing successfully in regular civil service examinations. They are hired—without being required to pass a civil service examination—for jobs paying from about $5,300 to $8,500 annually, and are given training and education.

At McClellan Air Force Base in California, for example, some 250 veterans have been hired under the program. More than 40 of them are apprentices in such fields as general machining, aircraft maintenance, and radio repair. In these instances, the normal 2-year training program required of veterans hired under VRA authority has been extended to 3 years—the normal term of the apprentice training. As with all apprentices, the veterans' starting pay is about 50 to 60 percent of the journeyman rate for their trade. They receive pay increases every 6 months until they

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Joseph LeMasurier is director of the U.S. Civil Service Commission's Office of Veterans Employment Programs and Michael Kaszuba is a writer-editor for the Commission's Office of Public Affairs. Additional information on the hiring of Vietnam-era veterans by the Federal Government can be obtained from the Office of Veterans Employment Programs, U.S. Civil Service Commission, Washington, D.C. 20415 or from Civil Service Commission area offices.

# Veterans

complete their training and become journeymen.

VRA authority has also been used to fill production control positions at McClellan. Fifteen of these jobs, which normally pay about $10,500 a year and require a correspondingly high skill level, were reengineered to positions paying about $7,600. After a year of successful on-the-job training and academic course work on their own time, the veterans hired for the special production control positions are noncompetitively promoted to $8,500-a-year jobs. After another year of training they are eligible for a second promotion, but this time on a competitive basis.

Other types of positions filled under VRA authority at McClellan include security guards, industrial radiographers, and fluid systems component repair helpers. In each case, the veteran signs an agreement that calls for both on-the-job training and classroom instruction at a local school. The skill training and classroom work often prove to be a passport to better jobs, and many of the ex-GI's admit that they would not have continued their education if VRA had not given them them the incentive and opportunity to do so.

Most of the classroom work required of VRA employees, especially if it is remedial in nature, is done on their own time. In some instances, however, up to 10 hours a week of work time is permitted for job-related outside educational activities.

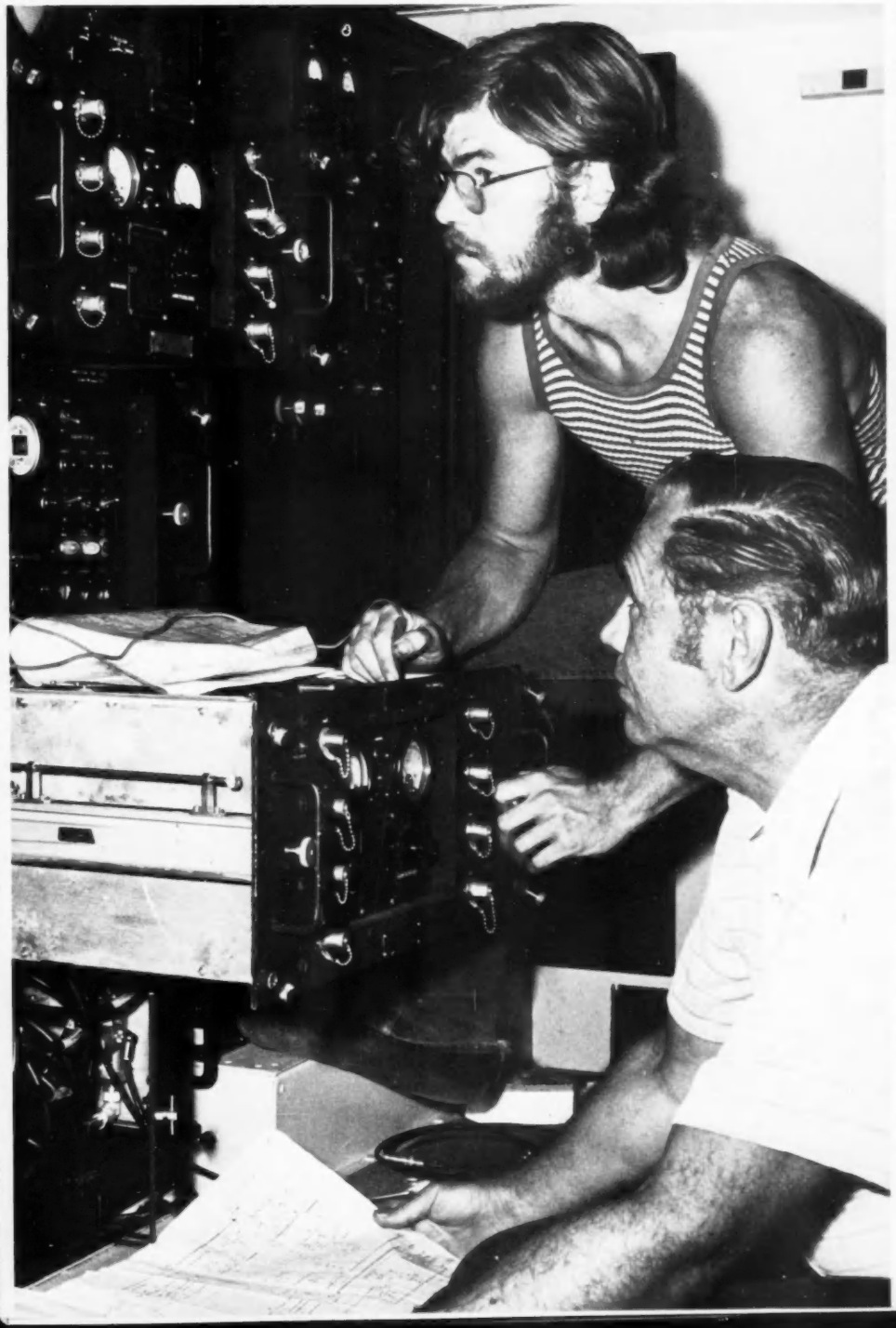
VRA has advantages for management too. More often than not, the veterans prove to be more mature and settled than is normally expected of employees who are mostly young and inexperienced. In addition, they adjust more readily to new work situations—adapting military skills and approaches to civilian jobs.

To qualify for VRA, the veteran must meet the eligibility requirements for veteran preference, have been in the service on or after August 5, 1964, been honorably discharged within the last year, have no more than 14 years of formal education, and agree to participate in a training or

*Vietnam-era veterans Stockton Owens (front) and Arthur Gilbert work on a hydraulic pump at McClellan Air Force Base. They were hired as fluid systems component repair helpers.*

*Production control is a new field for Emetrio Valdez, but after 20 years of military experience he has adjusted rapidly to this new work. Fifteen production control jobs at McClellan were redesigned so they could be filled by former service personnel.*

*Frank Zamudio finds his military experience as a jet engine mechanic useful in his job overhauling hydraulic equipment at McClellan.*



*Apprentice aircraft radio and radar mechanics Donald Foreman (front) and Dennis DeCant check out electronic equipment in a mobile trailer at McClellan. Both did electronics work in the military.*

education program while working. Most of those hired have a high school education or less, and many have little or no civilian work experience.

Veterans who meet the basic requirements but have minimal educational or work credentials are eligible for appointment to jobs paying $5,300 to $6,800 a year. Stiffer education and work experience requirements are imposed for jobs paying $7,600 and $8,500 annually. For some positions a written test is required, but it is noncompetitive and the veteran need only make a passing score.

After successfully completing the 2 years of required experience and training, VRA employees are converted to career conditional appointments in the Federal Civil Service. Then, if they perform satisfactorily another year, they achieve full career status. People hired under regular Federal Civil Service procedures get full career status after working 3 years in the career conditional category.

Among Federal agencies, the Veterans Administration and Defense Department lead in the number of former military service personnel hired under VRA. Jobs also have been made available in a number of smaller agencies, ranging from the Smithsonian Institution to the Selective Service System.

Obviously, VRA can't solve the employment problems of all Vietnam-era veterans; no single program can. But for quite a few who might otherwise have become economic casualties, it is working—and so are they. □

# Words & Figures

## CETA Enrollments

There were 118,400 persons enrolled in projects under the comprehensive manpower services section (Title I) of the Comprehensive Employment and Training Act (CETA) during the first quarter of fiscal year 1975, according to reports received from 328 prime sponsors. Of these 118,400 persons, 18,400 left the program during the quarter, leaving 100,000 enrollees on September 30, 1974. This is about 62 percent of the enrollment level projected for that date in the reporting sponsors' operating plans.

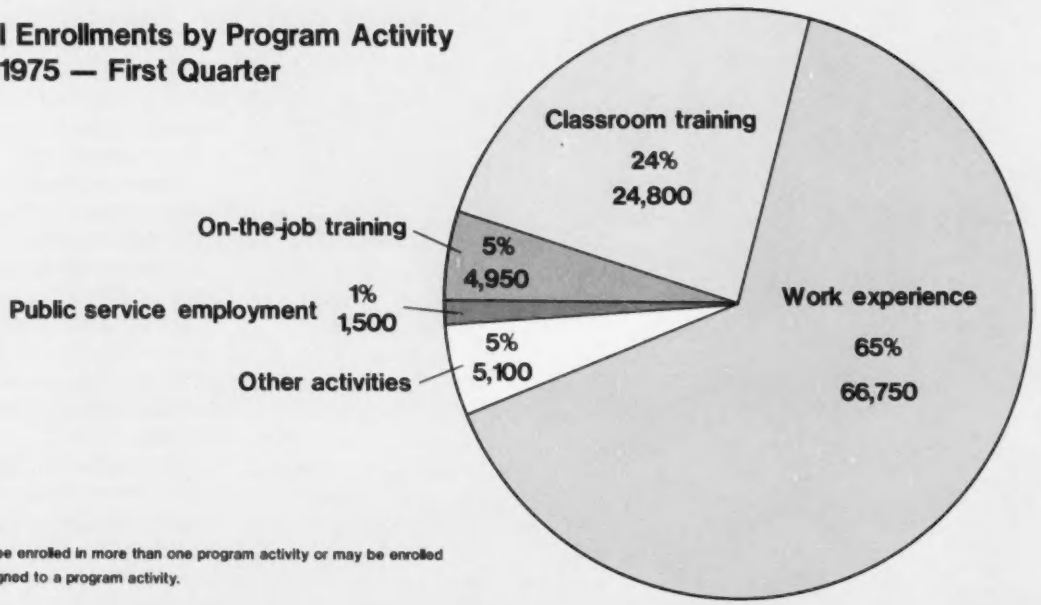
Of those who left the program, about half got jobs. Another 24 percent left for such positive reasons as full-time enrollment in school or entry into the Armed Forces. Of the 8,700 people who obtained employment, the majority were direct placements; that is, they received no program services other than assessment and job referral. About 40 percent were placed after receiving services in some program activity, and about 8 percent got jobs on their own.

Enrollments under Title I generally followed the expected pattern of program activity outlined in the sponsors' operating plans. The biggest difference was in work experience. Some 65 percent of those enrolled under Title I were in work experience projects, compared with a planned level of 53 percent. Classroom training accounted for 24 percent of the enrollees, on-the-job training 5 percent, public service employment 1 percent, and other program activities 5 percent.

Reports from 270 prime sponsors on their activities under the public employment program section (Title II) of CETA showed an enrollment of 11,700 persons on September 30, 1974. This was about 44 percent of the enrollment these sponsors had expected in such programs by that date. Some 1,150 persons enrolled under Title II left the program during the first quarter of the fiscal year. Of these, 40 percent got jobs and another 30 percent left for other positive reasons.

As would be expected, the overwhelming majority of Title II enrollees—91 percent—were placed in public service jobs. Seven percent were receiving work experience training and the remainder were in classroom and on-the-job training.

**CETA Title I Enrollments by Program Activity**
**Fiscal Year 1975 — First Quarter**




NOTE: Individuals may be enrolled in more than one program activity or may be enrolled but not yet assigned to a program activity.

# Women Offenders: Breaking the Training Mold

by David S. North

## Escape From the Past Sought Through Nontraditional Jobs

Horatio Alger's fictional heroes were poor boys who, through pluck and luck, rose to great heights despite major obstacles. But though he did not stress the fact, Alger's heroes had several advantages: They were uniformly male, white, and (if memory serves) without criminal records.

Mary Kardon (not her real name) has none of those attributes. She is a 21-year-old black woman with an 8-year record of truancy, reform school, drug convictions, probation violations, and a prison sentence. Her chances of securing a job above the minimum wage would appear to be slim, particularly in a time of growing unemployment. But she has a steady job paying about $4 an hour. She works as a welder in a Baltimore factory, likes what she does, and has stayed out of trouble since she left prison.

Mary Kardon's very real success, and that of a score of other women former prisoners—most of them employed in Baltimore's shipyards—grows out of one of the few efforts to train women offenders in nontraditional jobs. Ms. Kardon and her colleagues are a fortunate minority within a small and forgotten segment of the labor force—women who have served time in the Nation's prisons.

One reason women offenders often are ignored, even within prison systems, is because there are not very many of them. As Virginia McArthur pointed out in a monograph[1] funded by the Manpower Administration, although women make up a slight majority of the adult population, only 1 out of 7 of the 6.5 million people arrested in 1970 was a woman, and only 1 in 19 in jail awaiting trial was a woman. Of offenders who have been tried and sentenced, only 1 in 22 is a woman, and because they serve shorter sentences, only 1 in 35 in the

David North is vice president of Linton, Mields & Coston, Inc., a Washington consulting firm.

[1] The monograph, *From Convict to Citizen: Programs for the Woman Offender*, is available free from the District of Columbia Commission on the Status of Women, Room 204, 14th and E Sts., NW., Washington, D.C. 20004.

# Women Offenders

prison population on a given day is a woman.

Turning to total numbers, rather than proportions, the Census Bureau found about 6,400 women serving sentences in State and Federal prisons when it conducted a special survey on the question in 1970; at the same time it counted about 7,000 women lodged in local or county jails, either awaiting trial or serving short sentences.

Why are there so few women in prison? If 1 in 7 of those arrested is a woman, why is not one-seventh of the prison population female? There appear to be two principal reasons. In the first place, the crimes women commit tend to be less violent than crimes committed by men; hence, they draw shorter sentences. The behavior patterns of little girls are controlled more tightly than those of little boys. Further, while little boys can identify with men of violence, such as the televised portrayals of cowboys, football players, and two-fisted cops, few comparable female figures are available to little girls.

Secondly, there is the "chivalry factor." The criminal justice system, like many governmental systems, is male-dominated, and judges and prosecutors find ways to avoid sending women to prison.

The relative scarcity of women in prison complicates the always difficult question of providing vocational training for prisoners. How can a prison offer a range of training and educational programs if it has a relatively small population? In 1971, for instance, a survey showed that of the State prisons for women, only those in California, New York, and Ohio had more than 150 inmates. Some States have so few female prisoners that they don't have a women's facility at all; they ship those with more than brief sentences to other States, or to Federal institutions, thus, removing them that much farther from their families and friends. The most extreme case is that of Hawaii, which sends women drawing more than 2 years to California to serve their time.

Vocational training programs in women's prisons have tended to reflect both a traditional attiude toward women in the work force and the "proper" sort of work for those with criminal records. Typically, what passes for training is a mixture of some remedial education, some skill training in traditional female occupations such as food preparation, garment making, and practical nursing, and lots of low-paid or nonpaid "work

*Medical technician training is one of the courses available to inmates at the Federal Reformatory for Women at Alderson, W.Va.*

*An inmate painting detail spruces up the woodwork at Alderson.*

experience" programs. The work experience programs are designed more to benefit the budget of the confining institution than they are to rehabilitate the confined individual. Somebody has to cook the food, wash the dishes, and mow the lawn, and during much of the day a major proportion of inmate energies are devoted to these in-house chores.

Thanks to the growth of prison industries, much inmate time also is spent producing goods for other segments of government. Men prisoners generally produce license plates and often make furniture for use by State agencies. Women may make garments or, as in New Jersey, string mops. The high profits from prison industries that go to State and Federal treasuries, and the source of these profits in the minimal wages paid to prisoners, was reported with some heat by Jessica Mitford in her book *Kind and Usual Punishment*. She records prison wages as low as 2 cents an hour. Sometimes, a prisoner can learn a skill that can be used on the outside while working for such an industry, but all too often the manufacturing techniques are either too outmoded or too specialized to benefit the individual on release.

Educational programs in women's institutions tend to be less varied and more limited than in men's institutions, largely because of factors of scale. Female prisoners, like their male counterparts, are generally from poverty backgrounds and have low levels of educational attainment. The situation at the Maryland Correctional Institution, at Jessup, where Mary Kardon served her time, is typical. The women have an average of 6 years of formal schooling; many are functional illiterates when they arrive.

The facility at Jessup presents an interesting mix of the old and the new in women's prisons. Like many other such institutions, Jessup is in a rural area, but is within a few miles of Baltimore, which is home to most of its residents. Except for the 14-foot wire fence and the unmowed lawn, Jessup, with its two-story brick structures and old shade trees, gives an impression of a small women's college rather than a prison.

Unlike inmates at many comparable facilities, the women in Jessup have some choice of traditional and nontraditional ways of spending their time. They can work for the institution itself, cooking and cleaning and doing the laundry; they can work in the sewing factory; or they can receive academic or vocational instruction. The choice however, is not a completely free one. The needs of the institution dictate that some women must work in the kitchen or in the factory, and there are only limited facilities in the manpower training programs.

The principal products of the sewing factory are rather drab clothes, to be worn by prisoners and residents of mental institutions, and the bright flags of the State and the Nation. Jessup has a monopoly on manufacturing these flags for State and local government within Maryland. It is relatively easy to sew the stripes on the American flag, but the stars are more of a challenge and only the more experienced seamstresses get this assignment. Sewing the State flag, which looks like a quilt of abstract design, is a stars-level assignment.

### Top Pay Is $1.25 a Day

The Maryland flag, incidentally, is not one of those typical State flags which revolve around a classic symbol of agriculture and industry. It is the flag of George Calvert, combining the heraldry of his family with that of the Crossland family in honor of a Calvert-Crossland marriage of some 400 years ago. There is an irony in the laborious work of this generation's New World poor, as they painfully piece together a testament to a bygone wedding of Old World aristocrats.

Whether the women work in the factory, or in one of the institution's other assignments, the wage range is from 50 cents to $1.25 a day, with the average closer to the bottom figure.

Women in the educational programs attend either traditional classroom instruction, where the goals range from functional literacy to a high school equivalency certificate, or a nonstructured educational program created by the

*Welding and sand blasting are among the skills taught in a Washington, D.C. pilot project that seeks to place women ex-offenders as construction laborers. Training and placements are handled by the Laborers' Joint Training Fund, a cooperative program of the Laborers' Union and construction contractors.*

*An inmate at Fort Worth attends to her chores. Much of the routine maintenance at prisons is handled by inmates.*

# Women Offenders

Teachers Corps in cooperation with Morgan State College. In this program, women who would not profit from the usual classroom instruction are encouraged to create their own curricula and to study whatever is of interest to them. According to Harry Traurig, Jessup's energetic superintendent, a number of women who previously resisted education have blossomed under this approach.

Only a minority of the 170 to 180 women now in the institution have an opportunity to engage in vocational training. There are 10 training slots in the welding program, a dozen in the cosmetology course, and 20 or so in a home

*The prison industries' automatic data processing unit at the Federal Correctional Institution at Fort Worth, Tex., is staffed by inmates from the prison's men's and women's divisions.*

*Women welders at the Maryland Correctional Institution at Jessup take time out from their training for a class picture.*

# Women Offenders

economics course that appears to concentrate on homemaking and consumer-oriented skills rather than those needed in the labor market.

Training women prisoners to be beauticians is not unusual, but in Jessup those who complete the full 9 months of the course get a State license. In too many prison training programs, this kind of linkage is missing.

Linkage also is an important element in the operation of the welding program. It involves (or has involved in the recent past):

- The Maryland State Department of Correction.
- The Manpower Administration, which currently funds the project under the Comprehensive Employment and Training Act (CETA).
- The U.S. Department of Housing and Urban Development, which formerly funded it through the Baltimore Model Cities Program.
- The Mayor's Office of Manpower Resources, in Baltimore, the local prime sponsor of manpower programs under CETA.
- The Metropolitan Baltimore Council of the AFL-CIO, which operates the project under a CETA contract with the Mayor's Office of Manpower Resources.
- The Maryland Shipbuilding and Drydock Company and other employers who hire the graduates.

The welding training course takes 12 weeks, 8 hours a day. It is hard, potentially dangerous work, and graduates really earn the money they make. Trainees are equipped with steel-toed shoes, large leather gloves, safety glasses, hoods, and heavy jackets—a hot, clumsy outfit but essential to protect the worker. Welding also is tedious, requiring the worker to move the arc back and forth, slowly and carefully, to build up the "bead" which links the two pieces of steel together.

### Welds Decorate Classroom

But once the task is finished, there is something to show for the effort. Welds completed by the trainees, with their names and dates written in bright yellow paint, decorate the training room. All but two of the women who have completed the training have passed a welding test administered by an outside expert.

A total of 45 women have enrolled in the course at this writing, with nine still in training. Of the remaining 36, half have been placed in industry in welding jobs paying an average of almost $4.50 an hour. Of the remaining 18, six dropped out or were terminated for cause, and eight have finished the course and are awaiting release from Jessup. The other four were hapless victims of institutional malfunctions; two lost out because the project experienced a month-long gap when funding was switched from Model Cities to CETA, and two others secured their release from the institution before they could complete their course.

Given the lack of stipends, the training is relatively inexpensive. Ed Crouse, director of the project for the AFL-CIO Metropolitan Council, puts the cost per trainee at $1,360, which covers training, counseling, job placement, and all overhead expenses.

Herbert Moore, a veteran welder on leave from Maryland Drydock, is the full-time instructor at Jessup. He enjoys teaching, and Traurig believes that because Moore is not on the Jessup staff it is easier for him to relate to the trainees.

But Moore and his colleagues in the AFL-CIO project have more than their share of problems. There are a number of special factors, some advantageous, but more disadvantageous, in running a

vocational training program inside a prison. On the plus side, there are no stipends and there are strong social pressures on class attendance. A major disadvantage is the total lack of control over who enters the institution, and how long they will stay. The duration of the inmates' sentences are unrelated to their vocational training needs and desires. The cosmetology course, for instance, runs 9 months, yet the average stay in the prison is shorter than that.

In rare instances a prisoner who feels very strongly about finishing a training program may waive a parole board hearing, thus passing up an opportunity to be released. But once released, a prisoner has no option of returning to the institution to finish training, even if it is for just a few days.

On the other hand, some sentences tend to be too long for the training situation. By the time the woman is ready to go out into the world, her skills, learned early in her stay in the prison, are rusty. Permitting women prisoners to leave the institution during the day under a work-release program could help mitigate this problem.

Another approach to vocational training for women offenders is to operate such a program either after release from prison, or during a period of probation. A few miles from Jessup, Washington Opportunities for Women (WOW), a nonprofit organization devoted to helping women with employment problems, has begun a pilot project to place women ex-offenders as construction laborers.

There are several parallels between the Jessup and WOW programs. Both involve heavy, potentially dangerous, relatively high-paying jobs that usually are the monopoly of men, and both involve a complicated set of institutional arrangements. In the case of WOW, the players are the District of Columbia Superior Court, and its Probation Branch; the D.C. Criminal Justice Coordinating Board; the National Capital Area Bureau of Rehabilitation; the five private foundations that provided seed money for WOW, which coordinates the program; and the Laborers' Joint Training Fund of Washington, D.C. and Vicinity, which actually conducts the training and makes the placements. The latter, a joint endeavor of the Laborers' Union and construction contractors, is financed primarily by a 5-cent-an-hour contribution by the contractors for each hour worked by union members. The Laborer's Joint Training Fund also receives Manpower Administration money which is used for the offender project.

### Laborers Use Power Tools

These complicated but necessary linkages are both out-of-sight and out-of-mind as the women receive their training at the construction site of Washington's Fort Lincoln "new town" development. After a week of classroom orientation, which includes safety and first-aid instruction, the women spend 5 weeks learning to handle the various power tools used by construction laborers. No longer simply pick and shovel workers, construction laborers are now expected to be able to handle such devices as the power buggy, a sort of motorized wheelbarrow; the compactor, a power-driven tool which tamps dirt firmly into place; and power saws for cutting timber for shoring.

After 6 weeks of training and counseling, the first group of graduates were assigned to work on the city's new subway system. The work is hard, but the pay is $7.23 an hour—a wage level which reflects the fact that weather often prevents the laborers from putting in a full workweek. Of the first group of six trainees, four have been placed and like their work, according to Janice Valentine, the soft-voiced, streetwise WOW project director. One underwent an operation and cannot handle the heavy work, and the other simply disappeared. Another group of six now has completed training, and plans call for future job placements to be on both Metro and non-Metro construction projects.

One of the major factors in the placement of offenders in these well-paid jobs is the existence of Metro's affirmative action program. In a city with a black majority, Metro has been under pressure to use black contractors and to hire black workers. And how can a contractor or union respond better to the call for affirmative action than by placing, in nontraditional jobs, workers with the multiple attributes of being female, black, and probationers?

Although the $7.23-an-hour laborer's job in Washington, or Mary Kardon's steadier $4-an-hour job in Baltimore, are enormously important to the former offenders involved, they are the tip of the iceberg that sees the sun.

Among the few other bright spots are two projects run by private firms with funds provided jointly by the Manpower Administration and the Law Enforcement Assistance Administration. One America, Inc., a biracial consulting firm, helps women in two prisons to develop realistic postrelease plans and then assists them in adjusting to life outside, including finding and keeping a job. Chase Manhattan Bank, in a demonstration project designed to spur imitators among other financial institutions, offers women in a New York prison training in secretarial skills and the guarantee of a job at the bank upon their release.

But most women offenders, if they receive any vocational training at all, are learning to make hotel beds, sew flags, or cook meals—just as they have always done. □

# Farm Labor Contractor Law Broadened

by Patrick Mowry

## Amendments Extend Coverage, Strengthen Disclosure Rules

For many migrant farmworkers, the farm labor contractor is the most important person in their working lives. These contractors—often referred to as crew leaders—recruit and supply seasonal workers for farm operators. As middlemen between the migrant and the farm operator, the contractors often transport migrants to jobsites, supervise their work in the fields, pay them, furnish and maintain their housing, and collect the rent. Sometimes they even supply meals.

The abuses and exploitation of farm laborers that often accompany this system led to enactment of the Farm Labor Contractor Registration Act of 1963. Aimed at improving working conditions for migrant farm laborers and preventing their exploitation, the act required all farm labor contractors covered by its provisions to register with the U.S. Department of Labor and to observe certain rules in dealing with farmworkers and farm operators. Stricter controls were placed on farm labor contractors who provide migrant labor by amendments recently signed into law by President Ford. In signing the Farm Labor Contractor Registration Act Amendments of 1974 (P.L. 93-518), the President said it had become apparent that the original law was not adequately protecting migrant farmworkers from abuses.

The amendments broaden the term "farm labor contractor" to include any person who, for a fee for himself or another, recruits, solicits, furnishes, or transports any migrant worker for agricultural employment, either within a State or across State lines. The original law applied only to crew leaders who recruited 10 or more workers for interstate farm labor. The only contractors now exempt from registration and coverage under the act are those engaged in contracting within a 25-mile intrastate radius of their homes and for not more than 13 weeks each year.

The amendments stiffen the requirements on persons applying for certificates of registration as farm labor contractors. Applicants now must file statements identifying vehicles and housing under their ownership or control to be used by migrant workers with proof that the vehicles and housing meet applicable Federal and State health and safety standards.

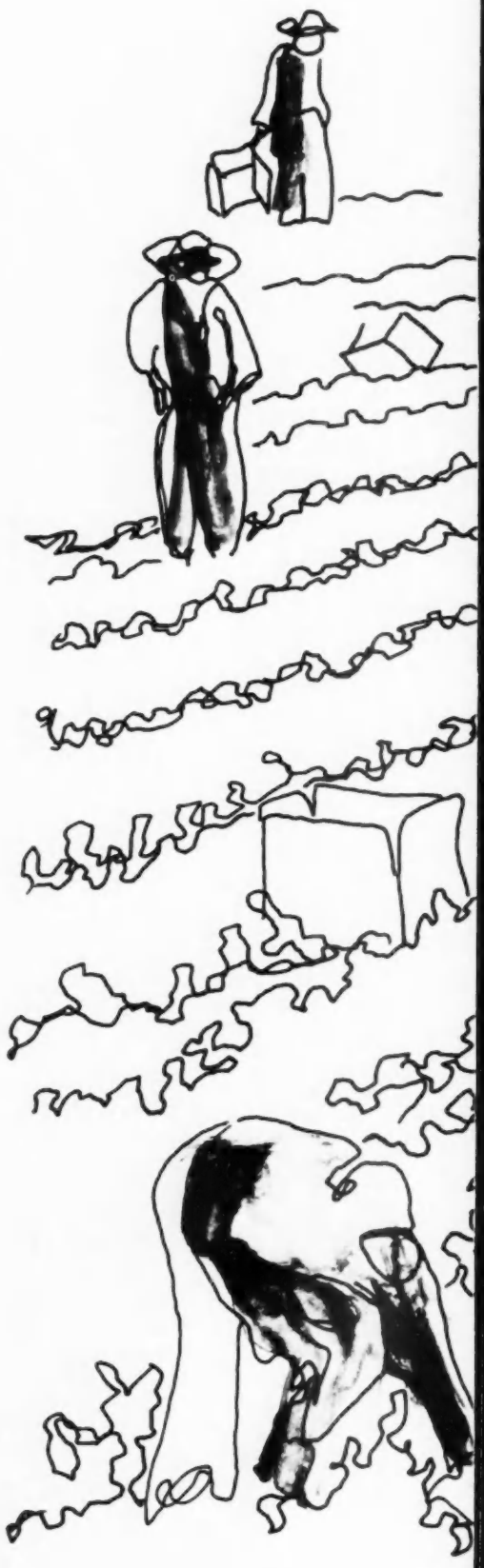
To provide greater protection for workers injured while being transported in a contractor-owned or -controlled motor vehicle, motor vehicle insurance requirements have been increased. Applicants now are required to have proof of a liability insurance policy equivalent to that required for vehicles transporting passengers under the Interstate Commerce Act. If equivalent insurance is not available to the applicant, the Secretary of Labor has the discretion to permit lesser amounts of insurance.

### Summons Procedures Change

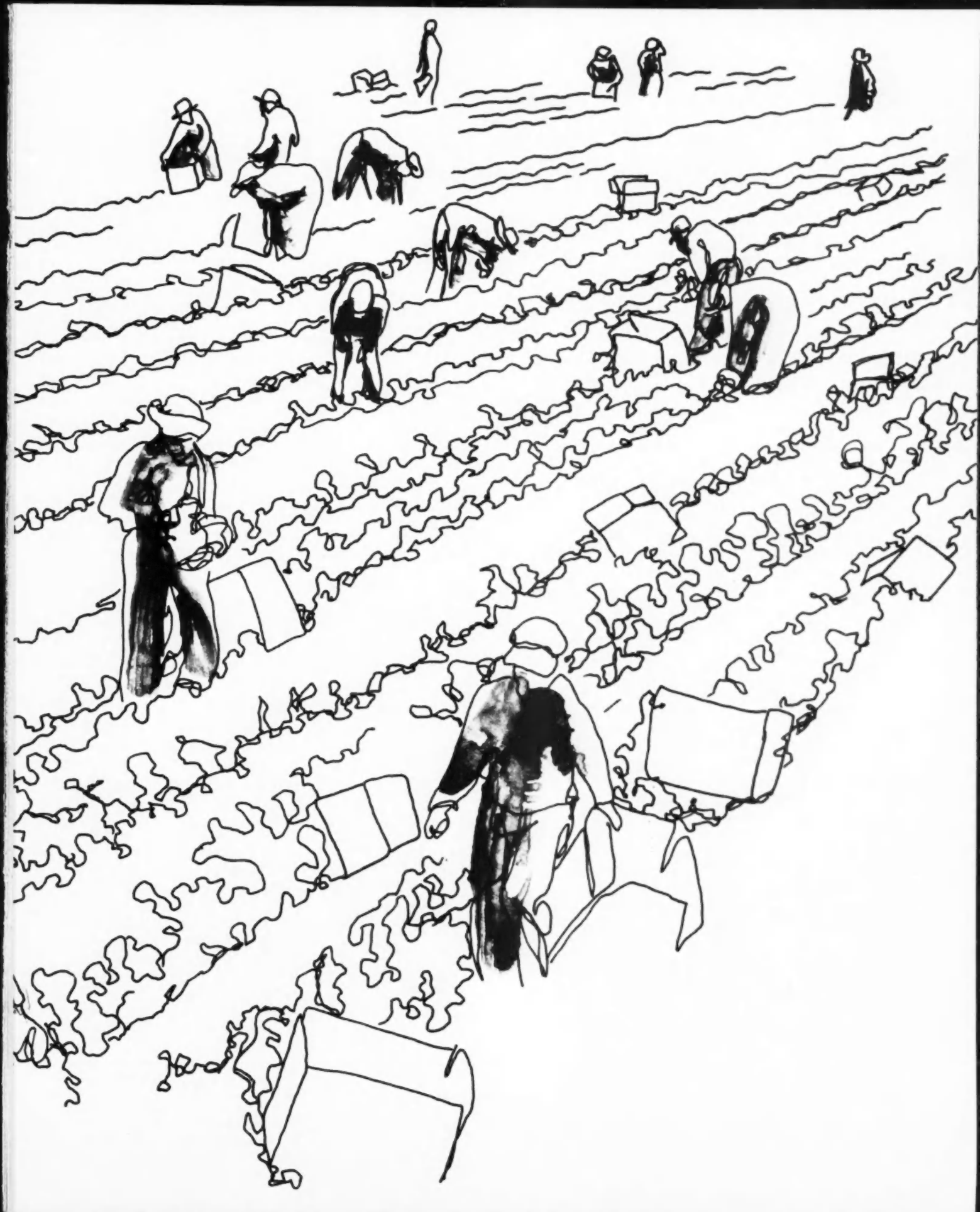
Applicants also must agree that if they are not available to accept service of summons in an action against them, the summons may be served instead upon the Secretary of Labor. Under these circumstances, service of the summons on the Secretary of Labor is tantamount to service upon the contractor.

Requirements that an applicant file a set of fingerprints and a statement as to past conduct and method of operation as a farm labor contractor are continued under the amended act.

Under the 1963 law, registration could be denied to applicants for such reasons



Patrick Mowry is a labor economist with the U.S. Department of Labor's Employment Standards Administration.



as conviction for certain crimes, failure to perform contracts with farm operators, or giving false or misleading employment information to migrant workers. Registration now also may be denied if the applicant is a stand-in for another person not eligible for a certificate or if the applicant has used vehicles or housing, under his ownership or control, which do not conform to applicable Federal and State health and safety standards.

### Certificates Must Be Shown

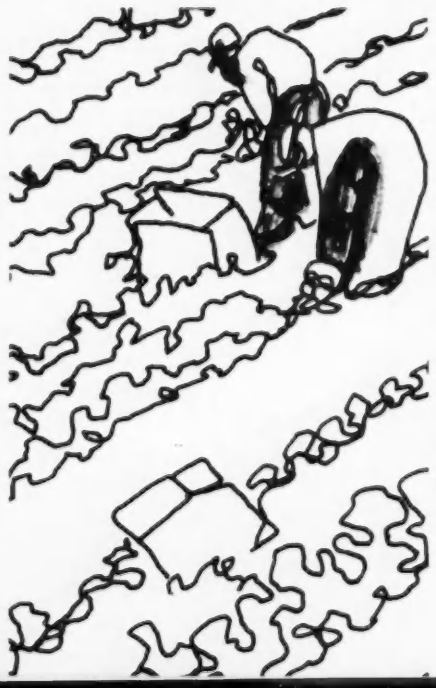
The original act required contractors to carry their registration certificates and to present them to anyone with whom they dealt as a farm labor contractor. The amendments add to this requirement the proviso that a contractor who refuses to exhibit his certificate shall be denied the facilities and services of the U.S. Employment Service. Local offices of the State employment services will not refer unregistered contractors subject to the act to employment in the State. Similarly, persons who knowingly engage the services of an uncertified contractor may be denied the use of the facilities and services of the U.S. Employment Service for up to 3 years.

One of the most important and far-reaching provisions in the amendments is a new requirement that farm operators who deal directly with labor contractors make sure that the contractors are properly registered before using their services.

The original act required contractors to disclose certain employment information to migrant workers, including: (1) the area of employment; (2) the crops and operations on which the worker would be employed; (3) the transportation, housing, and insurance to be provided; (4) the wages to be paid; and (5) the charges to be made by the contractor for his services. The amendments expand the disclosure items to include: (1) the period of employment; (2) the existence of a labor dispute at the place of contracted employment; and (3) the existence of any kickback arrangements the contractor has with merchants based on sales to the contractor's workers. Disclosure of these items now must be in writing in a language in which the worker is fluent.

The amendments prohibit registered contractors from knowingly engaging the services of illegal aliens or requiring workers to purchase goods exclusively from any person. Contractors must also pay promptly to migrant workers all money and things of value entrusted to them for the benefit of workers. Also, contractors continue to be required to explain to migrants any deductions they make from the migrants' pay. Finally, registered contractors must notify the Secretary of Labor within 10 days of any address change or the acquisiton of any vehicles or housing to be used for migrant workers.

Criminal penalties for violation of the act are strengthened by adding a maximum 1-year prison sentence to the previously provided $500 fine for a first conviction. A maximum 3-year prison sentence and $10,000 fine are also added for those convicted of a subsequent violation and for unregistered contractors who knowingly engage illegal aliens.



In addition to expanding criminal penalties, the amendments authorize the Secretary of Labor to assess civil money penalties against any person violating the act or any regulation promulgated under it, subject to administrative and judicial review. The amendments also authorize the Secretary to obtain injunctive relief and increase his powers to make investigations. The amendments further provide individuals who are aggrieved by violations of the act the right to bring civil suits and provide remedies for those discriminated against for exercising their rights under the act.

### Payroll Records Required

The amendments place new record-keeping responsibilities on persons who use the services of farm labor contractors. Such persons are now required to maintain payroll records pertaining to migrant workers recruited for their benefit, regardless of whether the workers are paid directly by them or by the contractor.

Administration and enforcement of the Farm Labor Contractor Registration Act are handled by the Wage-Hour Division of the U.S. Department of Labor's Employment Standards Administration. These responsibilities were transferred from the Manpower Administration in 1972 to take advantage of the Employment Standards Administration's nationwide investigatory staff. Applications for registration under the act are filed at State employment service offices and forwarded to the Employment Standards Administration for processing. □

# News & Notes

A Manpower Training Institute offering 1- to 5-day courses in a wide range of manpower topics has been set up by the Manpower Administration's Boston Regional Office. Although the institute was established primarily to train manpower program staff members and local government officials responsible for designing and conducting manpower programs from the New England area, it is open to individuals with similar responsibilities from other areas. A course catalog and further information can be obtained from the Manpower Training Institute, Manpower Administration, Room 1600, John F. Kennedy Federal Building, Government Center, Boston, Mass. 02203.

* * *

Two firms have been debarred from future Federal contracts and subcontracts because of failure to comply with equal employment opportunity regulations issued by the U.S. Department of Labor's Office of Federal Contract Compliance (OFCC) under Executive Order 11246, which prohibits Federal contractors from discriminating because of race, color, religion, sex, or national origin. The actions were taken after Blue Bell, Inc., of Greensboro, N.C.--a clothing manufacturer--and Dibert, Bancroft and Ross of Amite, La.--a metal working company--denied the Federal Government access to records needed for a compliance review of equal employment opportunity procedures, as required by the Executive order.

* * *

About 2,000 young men and women showed up recently to apply for 500 apprenticeship openings in a New York City local of the International Brotherhood of Electrical Workers. Some of the youth camped outside the local's headquarters for 3 days to make sure they were among the first to apply. Hundreds of would-be apprentices were still in line when the union exhausted its limit of 2,000 applications for the 500 slots within an hour after opening its doors.

* * *

Outlines for some 50 short training courses for adult farmworkers have been developed by the Rural Economics Institute of Davis, Calif. The courses, which grew out of a research and demonstration project funded by the Manpower Administration, cover such subjects as pruning grape vines, use and handling of insecticides, tractor operation, welding, hydraulic systems maintenance, and management techniques. A number of courses have been offered through the State public school system.

* * *

New occupations resulting from changing technology in oil drilling, mineral mining, and other energy-related fields will be identified and classified by the Utah Department of Employment Security under a $210,000 grant from the Manpower Administration. The new job descriptions will become part of the Manpower Administration's "Dictionary of Occupational Titles," which is the chief classification tool used by all State employment service offices. The Utah agency was selected to develop new classifications for energy-related jobs because it serves the largest energy-producing industries in the United States.

* * *

Water treatment plant operator and wastewater treatment plant operator have been accepted as apprenticeable occupations by the Manpower Administration's Bureau of Apprenticeship and Training. Both occupations provide for a 3-year training term and fall within the general classification of environmental control systems crafts worker. The apprenticeship program for the two jobs was drawn up by the city of Danville, Va., in consultation with concerned unions and various utility companies and registered by the Virginia Apprenticeship Council. The program is expected to serve as a pattern for other municipalities.

* * *

The National Association for Industry-Education Cooperation has received a 1-year contract from the U.S. Office of Education to expand the industry-education cooperation movement in local communities, and to develop a training program for local school officials responsible for establishing and operating job placement services for their school systems. The contract includes completion of a series of detailed training manuals to be used by State school systems on how to

organize and operate job placement services at the local school system level. The contract also calls for formation of State and local industry-education councils to assist in establishing job placement programs and support services in local school districts.

* * *

The Census Bureau will get advice on ways to improve its techniques for counting the Nation's black population from a special committee of blacks. A similar program is being set up for Hispanics. The committees are being established by the Commerce Department, parent agency of the Census Bureau, in response to charges that blacks and the Spanish speaking were undercounted in the 1970 census. Census Bureau Director Vincent P. Barabba pointed out that accurate census counts are important because they are used as the basis for "allocation of government funds and public and private program planning."

* * *

The "Index to Publications of the Manpower Administration, January 1969 through June 1974" containing titles of 950 booklets, pamphlets, reports, and articles under 71 subject headings is now available. It may be obtained without charge by writing to the Manpower Administration, U.S. Department of Labor, Room 10225, 601 D St., NW., Washington, D.C. 20213.

* * *

Almost 1.4 million placements of Vietnam-era veterans in jobs or training were made in fiscal year 1974, according to the U.S. Employment Service's report on the President's Veterans Program. This total exceeds the program's goal by more than 13 percent. A breakdown of the figures shows 393,400 placements in full-time private sector jobs by State employment service offices; 195,000 job placements by the National Alliance of Businessmen; 112,600 placements in Federal jobs; and 695,200 placements in training programs.

* * *

The average weekly earnings of black workers in 1974 were equal to about 80 percent of the average for white workers, according to a report from the U.S. Department of Labor's Bureau of Labor Statistics (BLS). The BLS report also shows that black men working full time received substantially lower earnings than white men ($160 compared with $209), while black women had weekly earnings nearly as high as those of white women ($117 compared with $125). This essentially reflects the much wider differences in occupational distribution existing between black and white men than black and white women, the BLS said. Average (median) weekly earnings for all full-time wage and salary workers reporting in the survey in May 1974 were $169. The highest median earnings for full-time work--$214 a week--was reported by male heads of households. Women heading their own households, a group accounting for about one-fourth of the women working full time, reported average weekly earnings of $134.

* * *

More women are joining unions, but they are not yet playing a greater role in union leadership, according to the U.S. Department of Labor's Bureau of Labor Statistics (BLS). The 500,000 increase in union membership of women in the United States from 1968 through 1972 equaled the overall gain in union enrollment, the BLS reported. This was especially significant since women make up only one-fifth of union membership. Women have remained rare, however, at the governing and high appointive levels of almost all of the unions in the United States. Women accounted for only about 7 percent of the membership of elected governing boards of unions and employee associations. These boards, generally consisting of the president, secretary, treasurer, and vice presidents or other comparable elected officials, serve as the decisionmaking bodies between conventions.

* * *

Nearly 1,500 unemployed poor people in the 12-State Appalachian area will get on-the-job training under a new $1.3 million Manpower Administration contract with the AFL-CIO Appalachian Council. The council will subcontract directly with employers for on-the-job training programs. State employment service offices will provide necessary related services, such as recruitment, testing, counseling, referral to jobs, and payment of training allowances where required. The type of training given will depend on employment demands in each area.

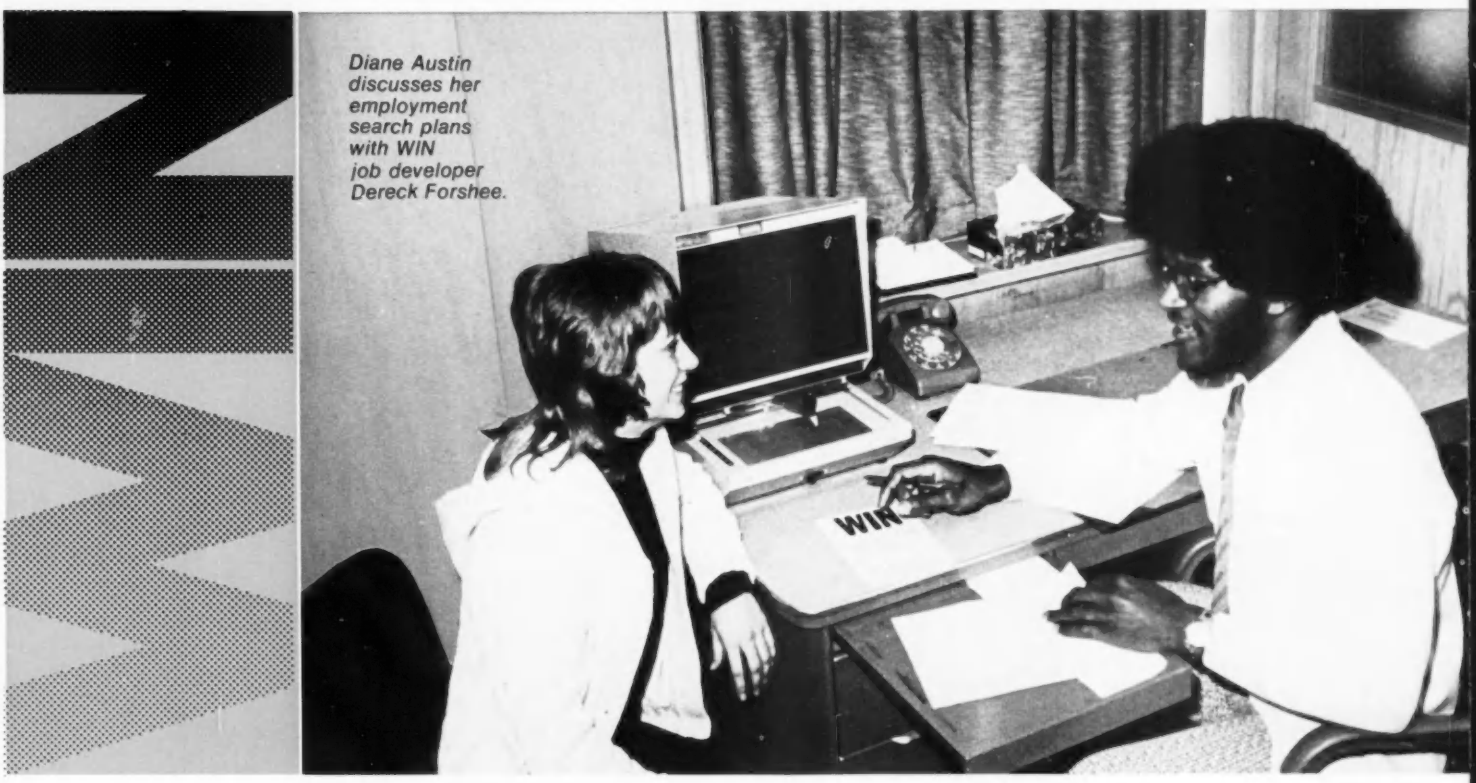
* * *

The National Urban League will prepare 2,672 economically disadvantaged people for construction jobs in 31 cities under a $4.8 million contract with the Manpower Administration. The contract continues for another year an outreach program under which the League has placed more than 13,000 people in skilled jobs since 1967. The League will subcontract with its 31 local affiliates to recruit and tutor 2,360 youth for apprenticeship entrance examinations in the building and construction trades. Another 312 people who have some construction experience but are over the apprenticeable age will be trained to enter the construction trades as journeymen and union members. Most participants are expected to be members of minority groups. The contract also calls for the League to conduct a pilot project to recruit and place an undetermined number of women in nontraditional occupations, including the apprenticeable trades.

# Strengthening WIN Job Services

by Rollin H. Odland

## Wisconsin Regularly Screens All Registrants Against New Openings




*Diane Austin discusses her employment search plans with WIN job developer Dereck Forshee.*

One of the most troublesome problems that has plagued the Work Incentive (WIN) Program, whose mandate is to move employable welfare clients into jobs, is how to stretch limited staff and other resources to deal effectively with large welfare caseloads.

Under WIN, all individuals receiving grants under the Aid to Families with Dependent Children (AFDC) Program who are not legally exempt (those exempt are mothers with children under 6 years of age and others who can't work due to reasons of age or health) must register with the program for employment or training activities. The program can't serve all registrants simultaneously, and those who are receiving WIN services at any given time are called participants.

Each person served by the WIN Program needs good exposure to suitable job openings. This is a complex assignment for WIN, particularly because many AFDC recipients are severely disadvantaged. They have little or no sustained work experience and, at best, marginal skills.

Given these circumstances, how can a WIN staff handle its assignment so that it can offer people adequate help in getting employment without being overwhelmed by its workload?

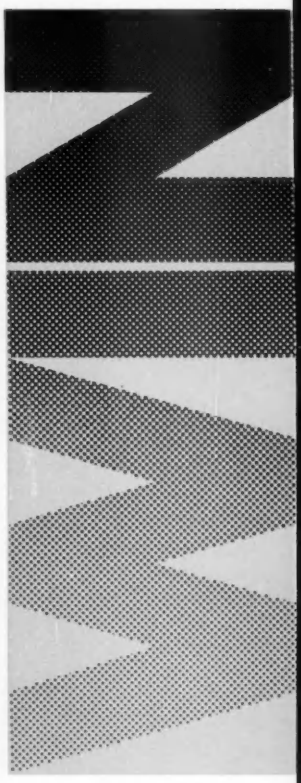
The usual response has been to provide service to only a small portion of the total registrant population at any time. Nationally, less than 19 percent of WIN registrants currently are participants, a category in which they can get job training of various kinds, social services (child care, medical services, and the like), and job placement. In Wisconsin, on the other hand, 45 percent of all registrants are in the participant status. Moreover, the remaining registrants are regularly screened against new job openings for possible referrals and placements. Wisconsin's placement rate consistently has been above the national average, and the percent of registrants in unsubsidized employment is twice as high as the national average.

The limitations of the usual administrative approach to WIN caseloads were pointed up in a recent sample survey of

Rollin Odland is director of the Work Incentive Program for the State of Wisconsin.

# WIN

*A group of Wisconsin WIN participants are briefed by counselors Brian Larson (left) and Richard Russo before participating in mock job interviews. The interviews are video taped so the "applicants" can assess their strengths and weaknesses.*




welfare clients in New York City. This survey showed that nearly all of the people on welfare would like to get social and manpower services. However, most of them have been isolated from such services. For example, a *New York Times* story on the survey reported: "Eighty-four percent said they had never heard of available social services that are sometimes in the same building (as welfare offices)."

A few years ago, the Wisconsin WIN Program adopted some new strategies to provide greater help to all registrants, and to do so in a way that would not overload the capabilities of the WIN staff. What Wisconsin has been doing closely resembles some elements in the new regulations for WIN proposed by the Departments of Labor and of Health, Education, and Welfare.

A job search for all registrants—Wisconsin now has 1 year of experience with this—is one of the most prominent look-alike features. The search consists of a daily check of employment service job bank listings for the entire State to locate suitable openings for all unemployed WIN registrants. This begins shortly after people register in WIN and continues throughout the time they are in the program.

Through this innovation, the Wisconsin WIN has brought all unemployed registrants into immediate contact with the job market without draining away the staff needed for orientation, work experience, and other active components of the program which serve some registrants in a more intensive manner. Of the 329 persons on the Wisconsin WIN payroll, only about 20 are required for the statewide search of employment service listings. The rest of the staff is assigned to the active components, where there is a ratio of 1 WIN staff member to about 25 clients.

In other words, a relatively small staff is able to give all unemployed people in WIN wide exposure to jobs. The job search is done simply by comparing the applications of all registrants who are not working with all employment service listings. To get this attention, the individual need not put in a regular appearance in a WIN office. The WIN staff already has at hand the information it needs to

*A work experience assignment as a secretary in the Wisconsin Department of Industry, Labor, and Human Relations helps Denise Johnson build her occupational skills.*

*Increased emphasis on job search by the Wisconsin WIN Program paid off in a placement for Dionne McGraw as a secretary.*

locate suitable employment for registrants. Requiring people to come in for routine interviews would take more staff and, because people would be run through the agency for no real purpose, would have certain punitive overtones.

An appraisal is made of all Wisconsin AFDC recipients who are registered in the WIN Program. This appraisal includes a work history and identification of the areas of work each person is eligible for or is interested in. Then, suitable code numbers from the *Dictionary of Occupational Titles* are added to each registrant's application. The numbers are used for ready reference in scanning the jobs listed with the employment service.

Wisconsin WIN registrants also get prompt attention to their needs for social services. These needs, which can be major barriers to employment, are another part of the appraisal that is done at registration.

In the past, WIN registrants in other States usually have not tapped into social services until they were placed in active WIN status. The proposed new national regulations call for an appraisal to be made at the time of registration "whenever possible." The regulations do not require an employability plan and certification for necessary supportive services, however, until registrants are "found suitable for participation in an (active) WIN component."

### Jobseeking Skills Taught

Another similarity between Wisconsin's WIN and the proposed regulations is a component in which some participants are given training in jobseeking skills. This not only enhances the ability of these clients to play an active role in the placement process, but it also builds skills they will need during much of their working lives. After all, WIN participants are likely to change jobs a number of times, just as do other working men and women.

The proposed new regulations call this activity "intensive manpower services" and they permit the States to decide whether they will incorporate such services in their WIN plans. As in Wisconsin, the activity is an option for WIN participants who are in an active status, along with such activities as on-the-job training, public service employment, and institutional training.

Wisconsin has provided intensive manpower services for 4 years. It works like this: WIN participants who are ready for employment are placed in groups of about 6 to 10 persons and are taught how to go about applying for a job on their own. They learn how to fill out job applications and how to present their capabilities to employers in interviews. Mock job interviews, recorded on video tape, enable those taking this training to assess their weaknesses and strengths in this important part of the search for employment.

People who engaged in this activity work individually with a job developer to set up day-by-day search plans for a period of 1 or 2 weeks. They must report back regularly on their progress and are paid an incentive allowance of $30 a month plus expenses to cover transportation and lunch, in addition to welfare payments. The average length of time in this component is 5 weeks. If they have not found a job after 5 weeks, some go back to the unassigned participant unit to permit other persons to get training in jobseeking skills.

About 1,000 persons in Wisconsin are receiving this training at any one time. About 10,000 persons receive the training in the course of a year.

Often, people in the intensive manpower services unit come from another active WIN component, such as skill training. Before adopting this program, the Wisconsin WIN staff found that many clients who were not able to get work after completing skill training or some other component went home and waited while WIN staff shouldered the whole task of finding them jobs. Now, WIN participants can be drawn into an active role in their own behalf.

Offering services of this kind does, however, keep job developers busy. They have caseloads of as many as 50 clients at one time.

Generally, intensive manpower services work best in urban and suburban locations. Job possibilities may be exhausted rapidly in rural areas, making this training a less effective exercise. □

# New Laws Fund Public Service Jobs, Extend Unemployment Insurance

*(Following are excerpts from a Manpower Administration fact sheet on the Emergency Jobs and Unemployment Assistance Act and the Emergency Unemployment Compensation Act. These two new laws authorize the expenditure of funds to alleviate the impact of unemployment through creation of public service jobs and extension of unemployment compensation to workers who have exhausted their benefits or are not otherwise eligible for them.)*

### Public Service Employment

Under the Emergency Jobs and Unemployment Assistance Act (EJUAA), unemployed and underemployed persons will be hired for jobs providing needed public services. Where feasible, such persons will receive related training and services. The jobs will be in such fields as environmental quality, health care, education, recreation, pollution control, conservation, and other areas of community service and improvement.

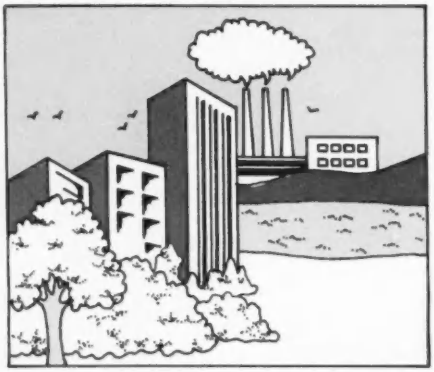
The legislation creates a new Title VI of the Comprehensive Employment and Training Act (CETA) and the former Title VI is renumbered Title VII. It authorizes the appropriation of $2.5 billion for fiscal year 1975 for this title. Any funds not obligated by the end of the fiscal year are available through December 31, 1975. Eligible to apply for funds are State and local governments qualified as prime sponsors under Title I of CETA and Indian tribes on Federal or State reservations.

Not less than 90 percent of the funds appropriated are allotted as follows: (a) 50 percent in proportion to each area's share of unemployed persons; (b) 25 percent in proportion to the area's share of unemployed persons in excess of 4.5 percent of the labor force; and (c) 25 percent among areas of substantial (6.5 percent for 3 consecutive months) unemployment as defined in Title II of CETA.

The remaining 10 percent, or less, of Title VI funds is for discretionary use by the Secretary of Labor, taking into consideration changes in unemployment rates.

To the extent feasible, preference in hiring for these jobs will be given to experienced workers who have exhausted all unemployment compensation or are not eligible for it and experienced workers who have been without a job 15 weeks or longer.

No one can be hired to fill a position created by laying off or terminating a regular employee not supported under this title in anticipation of filling the position with a Title VI worker.



To provide sufficient job opportunities in areas of excessively high unemployment (7 percent or more), various provisions of the public employment program under CETA Title II are waived, thus permitting, if necessary:

- Hiring without regard to career advancement and transitional goals.
- Hiring persons who have been unemployed 15 days rather than the usual 30.
- Hiring persons to work on community capital improvement projects that would not otherwise be carried out.

The Secretary of Labor, in cooperation with the Administrator of Veterans Affairs and the Secretary of Health, Education, and Welfare, will provide an outreach and public information program to produce jobs and training for recently discharged veterans.

### Special Unemployment Assistance Program

The Special Unemployment Assistance Program of the EJUAA provides cash benefits during calendar year 1975 to workers who are currently not eligible for unemployment insurance benefits. The Manpower Administration's Unemployment Insurance Service will administer the program through the individual States.

The Federal Government establishes guidelines for payment of the benefits and provides the funds from the appropriated general funds of the U.S. Treasury. The States have direct responsibility for operation of the program.

Weekly benefits will be paid for a period up to a maximum of 26 weeks to eligible beneficiaries during the 1-year period of the program. Benefits are payable when the national unemployment rate (seasonally adjusted) for the most recent 3 months averages 6 percent or more or when the unemployment rate in the area of an eligible beneficiary's last employment averages 6.5 percent or more (not seasonally adjusted). The month of November 1974 completed a 3-month period for which the national unemployment rate averaged above 6 percent.

The first claims for benefits under this program were taken during the week of January 5 to cover unemployment during the weeks of December 22 and December 29, the first weeks for which such claims could be made.

Workers in approximately 12 million jobs which are not currently covered by

present State unemployment insurance laws and not otherwise eligible for unemployment insurance are eligible for the special benefits. Included in this group are 7.7 million local government workers, approximately 500,000 State government workers, 1.7 million domestic workers, and 1 million farmworkers. If they are or become unemployed during the life of the program, and their employment—covered and uncovered—is sufficient to meet the State qualifying requirements, they then will be eligible to receive benefits. Weekly benefit amounts and number of weeks of benefits will be based upon State law.

Claimants register with the local State employment service office and file application for benefits with the State unemployment insurance office.

Further information on the program can be obtained from local offices of the State employment service or State unemployment insurance service or the Associate Manpower Administrator for Unemployment Insurance Service, Manpower Administration, U.S. Department of Labor, Washington, D.C. 20213.

### Job Opportunities Program

The EJUAA amends the Public Works and Economic Development Act of 1965 to provide emergency financial assistance to stimulate, maintain, or expand job-creating activities in urban and rural areas that are suffering from unusually high levels of unemployment.

The U.S. Commerce Department is authorized to conduct a program of public works and economic development projects that will significantly reduce unemployment. Projects must be ones that can be initiated or strengthened within a reasonable time, can be substantially completed in 12 months, and are not inconsistent with locally approved comprehensive plans for the jurisdiction affected. Labor-intensive projects are to be given priority.

A total of $500 million is authorized for the program, with $250 million to be used for projects in which at least 75 percent of the funds is spent for wages.

To receive assistance under this title, an area must be designated by the Secretary of Labor as having an unemployment rate of at least 6.5 percent for 3 consecutive months (includes areas designated under CETA Title II) or by the Secretary of Commerce as a redevelopment area.

### Emergency Unemployment Compensation Act

The Emergency Unemployment Compensation Act provides supplemental unemployment compensation to workers who are covered by unemployment insurance but who have exhausted all their rights to both regular and extended unemployment compensation. The program is administered by the Manpower Administration's Unemployment Insurance Service by agreement with the individual States.

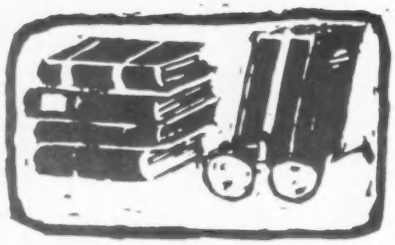
The Federal Government establishes guidelines for payment of benefits and provides the funds for benefit payments by advances to the Federal Unemployment Trust Fund from the appropriated general funds of the U.S. Treasury. Weekly benefits will be paid for a period of up to a maximum of 13 additional weeks to eligible beneficiaries during the life of the program. Benefits are payable on the basis of the same triggers as extended benefits. These permit States to make payments when there is an insured unemployment rate of 4 percent in either the Nation as a whole or in individual States. It is estimated that during calendar year 1975 this will mean additional payments of approximately $1 billion in Federal funds to 1.5 million individuals.

Eligible for benefits are workers who have exhausted all their rights to regular and extended unemployment compensation.

Claimants register with the local State employment service office and file application for benefits with the State unemployment insurance office.

Further information on the Emergency Unemployment Compensation Act can be obtained from local offices of the State employment service or State unemployment insurance service or the Associate Manpower Administrator for Unemployment Insurance Service, Manpower Administration, U.S. Department of Labor, Washington, D.C. 20213. □

# Book Reviews



## Valuable Perspective

**Private Assumption of Public Responsibilities: The Role of American Business in Urban Manpower Programs**

*by Peter Kobrak*

Praeger, New York, 1973. 257 pages, $17.50.

The National Alliance of Businessmen's Job Opportunities in the Business Sector Program (NAB-JOBS) is, according to Peter Kobrak, "the largest social program for which any segment of the private sector has ever assumed public responsibility." NAB is headed by top-ranking officials of blue-chip corporations, who are supported by a network of local organizations in many cities. The JOBS Program is organized around the "hire first—train later" principle to bring together business and the hard-core unemployed, with the Federal Government picking up the tab for training and other services not usually provided to entry-level hires.

A political scientist supported by a doctoral dissertation grant from the Manpower Administration, Kobrak focuses on the "institutional dynamics" involved in formulating the JOBS Program in Washington and implementing it locally throughout the Nation. While not ignoring the program's inputs and outputs, Kobrak emphasizes the often neglected process in between. Concentrating on inter- and intra-organizational relationships, he traces the program through three phases: Its development, with chapters on Federal agencies, the White House, and the business community; the translation of policy into action; and implementation of the program at the local level using Milwaukee as an example, with chapters on the manpower arena in that city, local business response, and various community-based groups.

Kobrak's thorough and readable account is distinguished not so much by his findings, for they are essentially the same as those of other evaluators, as by the valuable perspective of his approach. "We need to know more about how the various participants in all phases of a social program perceive the government's goals," he asserts, "and how their perceptions of the program and of their own self-interest change as economic, social, and political conditions change." This orientation should be useful to those involved in planning, operating, and evaluating manpower efforts under the Comprehensive Employment and Training Act.

In summing up, Kobrak notes that the JOBS Program did not often prevail on employers to change normal corporate work routines to accommodate the hard-core, but that it did extend beyond the usual complement of socially involved firms. Moreover, JOBS was often merely a hiring—not a training—program, but providing access to many jobs was itself important. He closes with the hope that NAB's involvement in JOBS presages a more sustained and more sophisticated attempt to use the "largely untapped and underdeveloped training potential of large corporations," to help "make a major dent in minority group unemployment and underemployment."

In embarking on the JOBS Program in the fall of 1967, the American business community was propelled by the fear of urban violence after the "hot summers" of the mid-1960's and by the depletion of their traditional supply of workers as the national unemployment rate dipped below 4 percent. With the advent of manpower revenue sharing, and with standstill budgets for training programs, the mid-1970's are vastly different, and the future of the JOBS Program is not entirely secure. Let us be thankful that the 1970's have seen no hot summers, but let us also hope that lower unemployment will soon return private sector on-the-job training to the forefront of manpower policy.

*David Marwick*

## Detailed Histories

**The Negro in the Apparel Industry**

*by Elaine Gale Wrong*

Wharton School of Finance and Commerce, University of Pennsylvania, Philadelphia, 1974. 170 pages, $5.95.

**Negro Employment in the Maritime Industries: A Study of Racial Policies in the Shipbuilding, Longshore, and Offshore Maritime Industries**

*by Lester Rubin, William S. Swift, and Herbert R. Northrup*

Wharton School of Finance and Commerce, University of Pennsylvania, Philadelphia, 1974. 528 pages, $12.

These two additions to the Wharton School's Racial Policies of American Industry Series focus on employment opportunities for blacks in vastly different industrial settings. Apparel is characterized by low wages, small firm size, and a work force which is 80 percent female. Wages are far higher in the maritime industries, whose work force is predominately male, and shipbuilding, the largest employer of the three maritime industries, is dominated by a small number of large firms.

The industries differ, too, with respect to the influence of Government in providing for equal employment opportunity. Because the Federal Government is the major customer of the shipbuilding industry, it has been able to right the industry's wrongs in the area of racial discrimination. The maritime study points out that expanded opportunities for blacks in shipbuilding are due "particularly to the strong civil rights posture of the Maritime Administration." With regard to apparel, however, Ms. Wrong writes, "The small size of the average plant and the overwhelming significance of the labor market, skill content, and industrial location factors all point to a secondary role of Government in promoting minority employment."

Each study provides a detailed history of Negro employment in the industry, as well as a comprehensive discussion of the major factors affecting job opportunities for blacks: The demand for labor, the character of the work (for example, the intermittency and arduous nature of longshoring make it unattractive to whites, who often have better alternatives), the time and nature of the industry's development, the mores of the community, industrial location in relation to concentrations of black population, union structure and influence, and the impact of technology.

Despite the inter-industry variation in black employment—according to 1970 census figures, the proportion of Negro employment was 36 percent in longshoring, 13 percent in shipbuilding, 10 percent in apparel, and less than 8 percent in the offshore maritime industry—each study predicts a rise in the proportion of Negroes in the industry. In the maritime industry, the proportion of blacks is expected to increase "whether employment expands or contracts."

Perhaps the most interesting material lies in the discussion of factors affecting Negro employment in certain specific localities. In New York City, Miami, and some Texas and California cities, for example, apparel employers prefer Spanish-speaking minority workers to blacks because of the tradition of needlework which the Puerto Ricans, Cubans, and Mexican Americans are assumed to possess.

A somewhat surprising finding in the longshore study is that while the advent of new technology usually is thought to have a disproportionate adverse effect on Negro employment, the introduction of containerization in the Port of New York has increased the opportunities for blacks. The reason is that use of containers, which require substantial dock space, necessitated a transfer of some longshore work from Manhattan, where the longshore force has been overwhelmingly white, to New Jersey, where the industry employs many blacks.

This reviewer notes two weaknesses in these very useful studies. One is that the authors pay little attention to the question of equality of

advancement opportunity. The reader is told that there is "virtually no upward movement" in apparel, and that "the three maritime industries have provided relatively little opportunity for upward mobility." Nevertheless, the research might have been enhanced by inclusion of a longitudinal analysis of the upward mobility of white and black workers within each industry. (Ms. Wrong does devote several pages to the issue of intraplant mobility in apparel, but she does not provide any original findings on the subject.)

More irritating is the careless editing. Ms. Wrong's introductory material cites two different figures for average employment in apparel, and both books contain more than their share of typographical errors. Readers of the maritime study will be left completely at sea by sentences such as this: "The shift of employment to this area where the largest number and percentage of blacks in the industry are found, as did the growth of the black share of work in all areas except the small Great Lakes region, where both total employment and the black percentage, declined."

*Edward Steinberg*

## Smorgasbord

**Affirmative Action for Women: A Practical Guide**

*by Dorothy Jongeward, Dru Scott and Contributors*

Addison-Wesley Publishing Company, Reading, Mass., 1973. 334 pages, $8.95.

Jongeward and Scott address this compilation to organizations trying to make affirmative action work, particularly to managers, but also to women who aspire to overcome blocks to their achievement. The authors are trainers and management consultants whose previous publications have been about transactional analysis, a method of understanding human behavior which came to popular attention in such books as *Games People Play, What Do You Say After You Say Hello?* and *I'm OK—You're OK*. In this book, they write two initial chapters to provide a framework for 11 contributors—10 women and one man—who describe training programs and explore special interests such as the unique problems of black women in organizations, women in organized religion and government, and how to eliminate sexist language from business writing. Each chapter is organized around key questions. With many exercises, illustrations, case studies, and summaries, the style of the volume is more that of a workbook than a collection of essays.

Drawing on some of the language about "psychological scripts" developed by the late Dr. Eric Berhe (author of *Games People Play*), Jongeward and Scott invite readers to examine the self-negating messages women receive from early childhood about what is expected and accepted in their behavior. Such messages in the culture and within a given business organization have led women to set limits to their own achievement or to expect to be "losers." Focusing on those compulsions that they believe can be identified and changed through learning processes far less extensive than classical psychotherapy, the authors want the book and the training programs to facilitate change.

In their introduction, Jongeward and Scott invite spot reading of ensuing chapters. Managers may, for example, select chapters on legislative requirements for affirmative action and litigation by Osta Underwood, an attorney and past president of the National Federation of Business and Professional Women's Clubs. Or they may want the more technical description of necessary research and goal setting of Pat King's chapter on "A Strategy for Change," or the chapters giving the course design and lesson briefs that have been used in seminars on management training in banks or other business, industrial, or professional settings.

Career women or trainers may want to read the chapter giving full details of a career women's seminar designed by one of the authors or the chapter entitled "What Do I Do Next?" by Janice A. King, of Career Information Systems in Oakland, Calif.

Five chapters are aimed at even more specialized concerns:

- Women in government—Jayne B. Spain, vice chairman of the U.S. Civil Service Commission, gives data on the position of women in the Federal Government and uses examples of career women to trace the effects of Federal attempts to open up occupations once closed to women, from enactment of the Civil Service Act of 1883 through the Equal Employment Opportunity Act of 1972. Not surprisingly, she brings neither the critique of Federal employment practices nor the aggressive affirmative action proposals that would have been provided by an officer of Federally Employed Women (FEW).
- Women in organized religion—Cynthia Wedel, former president of the National Council of Churches, says organized religion has contributed to the oppression of women but sees a gleam of hope in both theology and church structure. Among the specialized contributors, she is the only one who directly pursues the authors' discussion of transactional analysis as a tool for group study of a system of social behavior and as an instrument for change.
- Working black women—Sharon Tolbert-Stroud of the U.S. Department of Health, Education, and Welfare's women's program (now on leave as a university educator) describes the historical strength and tenacity of black women as a distinctive social force in American society. Her analysis of myths about black women can be helpful to white women, black men, and white men concerned with making a whole affirmative action effort work.
- Women in psychotherapy—D. Nanci I. Moore tells how a woman can pick a therapist who will not simply reflect the cultural biases about women.
- Sexist language in organizational writing—Robert M. Wedlinger, author and trainer in business writing, and journalist Lucille Mathews provide guidelines and examples for recasting language that restricts equal opportunity for women.

Noticeably absent from the book is any attention to training programs designed to help managers open positions for women in skilled trades or to help women see or prepare for significant job opportunities there.

The chief advantage of a book of such diverse approaches and subjects is that it gives a glimpse of contemporary issues and trainers, in this case with an orientation congenial to Jongeward and Scott. The major drawback is that it cannot go into much depth in any area, either in treating the basic philosophy of affirmative action or in relating the central concepts of transactional analysis to the interactions between manager and employee. More care in editing could have corrected technical mistakes and discrepancies between text and footnotes.

If you enjoy leafing through a colleague's workbooks and training packets, passing quickly over some material, latching onto a nugget or special approach elsewhere, or pausing to work through an exercise to test your own reactions on yet another page, you'll have a good time with this book.

*Ruth Shinn*

### The Reviewers

David Marwick is a management analyst in the Manpower and Welfare Division of the U.S. General Accounting Office.

Edward Steinberg is a social science research analyst with the Social Security Administration.

Ruth Shinn is chief of the Branch of Labor Law with the U.S. Department of Labor's Women's Bureau.

# Publications

Following is a selected list of publications on manpower and related matters. Single copies of Manpower Administration publications for which no price is indicated can be obtained free by writing or telephoning the Inquiries Division, Manpower Administration, U.S. Department of Labor, Room 10225, 601 D Street NW., Washington, D.C. 20213. Requests for copies of other free publications listed should be sent directly to the Bureau of Labor Statistics, U.S. Department of Labor, Room 1512 General Accounting Office Building, Washington, D.C. 20212, or to the address given in the specific listing. Please enclose a self-addressed label with all requests for free publications. For publications not available free, write to the address given, and enclose payment.

**Secretary of Labor's Report on the Impact of Energy Shortages on Manpower Needs**

Manpower Administration booklet provides the Department of Labor's best estimates of the current and prospective impacts of energy shortages on employment. Also includes an analysis of the nature and extent of the current impact of fuel shortages; estimates on the future impacts, both positive and negative, during the balance of the decade; and a review of the policy and program initiatives taken by the Department of Labor in response to the problem and recommendations for further actions.

**The Role of Local Governments Under CETA**

Manpower Administration booklet is a quick reference for officials of jurisdictions which are not designated as prime sponsors under the Comprehensive Employment and Training Act (CETA). Describes how such governmental units fit into this new structure and how they can benefit their jurisdictions by working with prime sponsors.

**Guidelines for Counseling Job Corpsmembers with Sickle Cell Trait**

Manpower Administration pamphlet gives guidelines for Job Corps Center physicians, nurses, medical assistants, health education teachers, health occupations training teachers, counselors, and resident advisors to help black youth make responsible individual decisions about this condition as it affects their lives and those of their families. Should be used in conjunction with either "Sickle Cell Anemia and Sickle Cell Trait" or "Sickle Cell Handbook for Health Professionals in Job Corps," both Manpower Administration publications.

**So You Want to Hold a Drug Workshop?**

Manpower Administration 100-page monograph about drug workshops, based on experience of staff of the Job Corps National Health Office in the conduct of more than 20 drug workshops for Job Corps and other manpower programs of the Department of Labor, is written for both the experienced and the inexperienced drug workshop planner. Gives ideas about how to approach, plan, implement, and evaluate drug workshops. Discusses many issues that should be considered and some of the alternatives that may be possible. Suggestions will have to be modified to fit particular needs. Many of the principles will apply to workshops concerning other content areas as well.

**Youth, Poverty, and Drugs**

Manpower Administration collection of discussions from nine Job Corps 3-day regional drug workshops conducted by the Job Corps National Health Office in 1971 and 1972. Workshops were designed to provide regional administrators, screening personnel, and staff members of the training centers from all over the country with extensive information about the nature of drugs, health and legal consequences, and Job Corps drug policy, along with practical advice on how to work with young men and women involved with drugs. Although focused on disadvantaged adolescents, book should prove helpful to all who encounter drug use and misuse, especially in large group or residential settings, and to everyone charged with assisting young people of all socioeconomic and cultural backgrounds.

**Motivational Leaflets**

Bureau of Labor Statistics leaflets, designed for distribution by teachers and counselors, list occupations related to academic subject areas and student interests. Individual leaflets cover occupations related to each of the following: Ecology, science, English, math, social science, liberal arts, foreign languages, repair work, outdoor jobs, and office work.

**Comprehensive Ambulatory Health Care for High-Risk Adolescents**

Manpower Administration document contains 21 articles on important aspects of delivering comprehensive health care to young adults who are higher than average risks for a number of health and health-related problems. Most of the articles are reworked presentations from two conferences held as part of a continuing health education program for those who provide health services to Job Corps enrollees. Medical terminology has been kept to a minimum. Discussions of problems and approaches are applicable, not only to Job Corps, but also to many other health care settings serving youth, including other manpower training programs, hospital clinics, secondary schools, colleges and universities, correctional institutions, neighborhood health and mental health centers, and free clinics.

**Careers for the Homebound**

A 16-page pamphlet, presented by the President's Committee on Employment of the Handicapped and B'nai B'rith Career and Counseling Services, provides a useful reference tool for counselors in helping the homebound attain educational and vocational objectives that may otherwise be impossible. Courses listed may be taken by persons of various ages and backgrounds and can lead to productive employment, self-improvement, or development of personal interests and hobbies. Provides subject matter areas in which accredited home study is available that can lead to careers which persons may be able to engage in successfully from their homes. Lists accredited home-study schools offering such courses. Also provides resources for the homebound, professionals, and sources of educational and vocational counseling information. Available from National Office, B'nai B'rith Career and Counseling Services, 1640 Rhode Island Ave., NW., Washington, D.C. 20036, or the President's Committee on Employment of the Handicapped, Washington, D.C. 20210.

## manpower – word of many meanings

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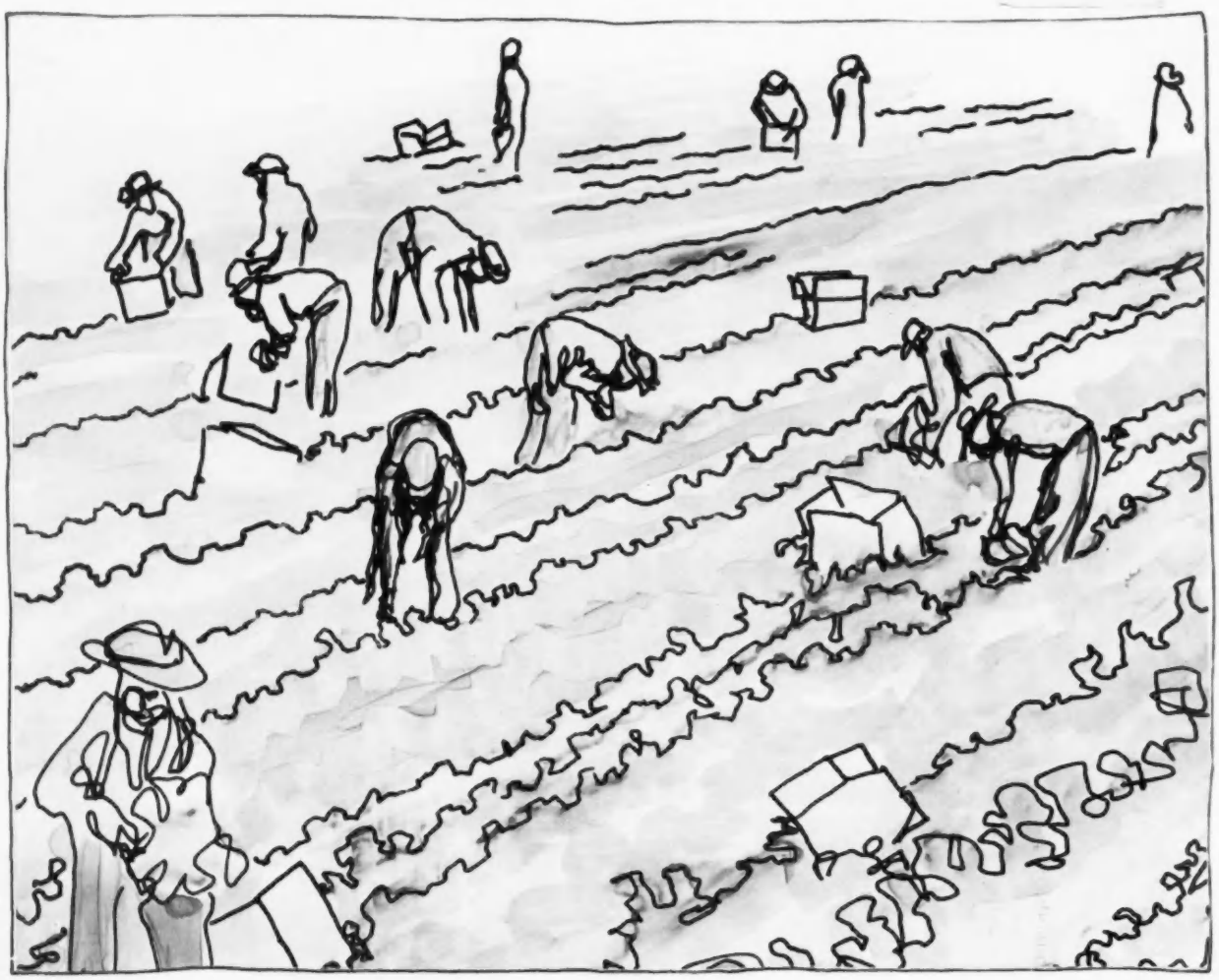
300 N ZEEB RD
ANN ARBOR MI 48106

Farm labor contractors recruit migrant workers and often take them to jobsites, supervise their work, pay them, furnish and maintain their housing, and collect their rent. A new law aims to prevent worker abuses that can occur within this relationship by strengthening Federal regulations applying to farm labor contractors. A description begins on page 20 of this issue of MANPOWER.